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**COMMUNITY DEVELOPMENT MANAGEMENT SYSTEM:
VOLUME I
AN ANALYSIS OF THE
COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM**

**FOR THE
CITY OF PITTSBURG, CALIFORNIA**

August 1976

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COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

FOR THE
CITY OF PITTSBURG, CALIFORNIA

August 1976

[Pittsburg, City manager]
City planning Pittsburg
Housing + comm. deve. oct, 1974
Fed, stat + loc internal. Urban renewal
" " Pittsburg
" " Finance

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2150 Dwight Way

Berkeley, California 94704 • 845-7894

September 8, 1976

Mr. S. Anthony Donato
City Manager
City of Pittsburg
City Hall
Pittsburg, California

Re: Community Development Management System

Dear Mr. Donato:

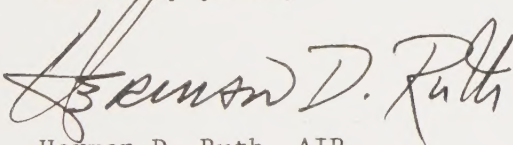
We are pleased to submit our two-volume Final Report, A Community Development Management System. These documents are the final phase of assistance provided to the City of Pittsburg per our Proposal for a Management System for Community Development Program, dated July 2, 1975.

Volume I includes a review of programs and projects, and a plan for the second action year of the Community Development Block Grant Program. It relates Community Development proposals to City policies, current needs and alternative possibilities.

Volume II is a technical document describing the systems for management and programming of activities and projects. The systems, when applied and faithfully maintained, provide assurance that those projects and activities are conducted efficiently within the stipulated budgets and schedules.

It has been a pleasure to work with you and your staff in this effort. The ultimate measure of its value is, of course, found in the effective management of the CDBG Program it is designed to support.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "Herman D. Ruth". The signature is fluid and cursive, with the first name "Herman" being more prominent and the last name "Ruth" following in a similar style.

Herman D. Ruth, AIP

HDR:bf

Enclosures

CITY OF PITTSBURG
CITY COUNCIL MEMBERS

George M. Lowy	Mayor
Frank Quesada	Vice Mayor
Joseph Barraco	Councilman
Joseph DeTorres	Councilman
Joseph Siino	Councilman

ACKNOWLEDGEMENTS

The following staff of Herman D. Ruth + Associates assisted in the conduct of this program.

- Minnie S. Ruth, AIP, served as Project Director. She directed the staff activities, and served as principal liaison with City staff. She provided written and personal consultation on possible courses of action by the City, on means for effective organization of the CDBG activities.
- Lydia E. Hajdu, Assistant Planner, conducted the day-to-day effort of the program. She compiled, researched, investigated and documented all details of program activities, of their organization and coordination, and of HUD requirements. She organized the preparation of the detailed work flow charts, maps and reports.
- Barbara V. Fitzmaurice prepared the graphic materials used during the program and included in the Final Report. She typed all text, and assisted in the numerous details involved in such a complex effort.
- William L. Staudenheimer provided consultation on analysis of systems and design of work flow charts. He conducted the editing of reports and memoranda into the Final Report.

ACKNOWLEDGEMENTS

S. Anthony Donato
J.W. Abraham, AIP
Lillian J. Pride

City Manager
Community Development Director
Community Development Coordinator

PROJECT DIRECTORS:

Michael Alvarez
Richard Beyer

Director of Leisure Services
Director, Pittsburg Economic Development and Housing Corporation

Leland S. Davis
Tarun Shukla
William J. Silva, P.E.
Robert Soderbery
Cornell Toliver

Chief of Police
Director, Community Health Center
City Engineer
Public Services Director
Manpower Coordinator

CITY STAFF:

Laura J. Brandes
E. Francis David
Mary Erbez
Robert Griffin
Sal Mercurio
Antonette Panfili
Gul Ramchandani
Josie Torres

Management/Evaluation Information Specialist
Former Manpower Coordinator
Assistant City Manager/City Clerk
Director, Community Services Unit
Graphic Designer
Clerk Typist II
Director of Finance
Clerk Typist II

OTHER PUBLIC AGENCIES:

Mike Daugherty
Maureen Dunne
Efton Hall
Ivy Kirk
Tom Nunnelley

Area Representative, Department of Housing and Urban Development
Coordinator, Patient and Family Services
Los Medanos Community Hospital
Assistant Administrator, Los Medanos Community Hospital
Financial Management Analyst, Department of Housing and Community Development
Drug Program Coordinator

CITIZENS:

Lewis Allen
Bruno Belotti
William Buchanan
Paul Hughey
Dale Osmond
James Parent
John Sanchez

Assistant Vice President and Manager,
Wells Fargo Bank, Pittsburg Branch
Manager, Bank of America, Pittsburg Branch
Businessman
General Manager, Contra Costa County
Development Association
Executive Vice President and General Manager,
Greater Pittsburg Chamber of Commerce
Pittsburg Business and Professional Association
Community Advisory Committee (CAC)
Assistant Vice President and Manager,
Crocker Citizens Bank, Pittsburg Branch

SUMMARY

INVENTORY

- Activities started during the first year of the Community Block Grant (CDBG) Program were continuations of former Model Cities programs. Modifications in the programs evolved from citizen recommendations and changing needs.
- First year CDBG software programs were proposed to be continued with some modifications during the second year.
- Most physical projects for beautification, renewal, water treatment and parks will be completed during the second year of the program.
- CDBG proposed activities and projects are distributed throughout the City.
- The first year expenditures for Community Development activities and projects were expected to exceed \$2,500,000; and \$3,600,000 for the second year.

ANALYSIS

- The community activities that primarily benefit low and moderate income families are located in all census tracts of the City. These services need to be institutionalized where possible in order not to be jeopardized by changing federal regulations and funding.
- The social and recreational activities that are supported by CDBG funds are carrying out the objectives of the Community Development Plan. In the cases of the Community Health Center and the Manpower Department, the HUD funds make it possible to administer the services provided by additional sources of funds.
- The physical facilities and beautification projects being undertaken under Community Development will improve the appearance of the City. They will provide new and expanded facilities to meet the objectives of the program as defined in the CDBG application.

POLICIES

- City policies for development are statements of the direction in which a city should move in order to achieve the objectives of, and implement proposals in, a plan.
- The policies, plans and programs of the City of Pittsburgh seek to integrate the social, physical and economic forces, and to improve the quality of life in the City.
- In June 1974, the City Council and the Planning Commission adopted the statement, Policy Guidelines for the Community Goals Document. This statement sets forth goals and objectives to achieve the policy of a quality environment.

POLICIES

- A comparison of policy goals and objectives with Community Development Block Grant activities and projects reveals that they relate directly to City needs and policy.
- Proposals for future projects should be made within the framework of a current General Plan to avoid costly long-term expenditures and duplication of programs.

CITIZEN PARTICIPATION

- The Department of Housing and Urban Development requires citizen participation in the process of developing an application for a Community Development Block Grant (CDBG).
- The City Council has designated the Citizens Advisory Committee (CAC) to educate, recommend, and serve as liaison between the community and the City on items that affect the quality of life in Pittsburgh. Members are appointed by Council or designated organizations, or elected by district.
- The role of the CAC has changed in membership and purpose since the conclusion of the Model Cities Program. The City Council should periodically examine and delineate the purpose and role of a citizens advisory group.
- Since every district of Pittsburgh qualifies for Community Development Projects, an advisory body may be representative of the broad spectrum of people who are interested in the City. This includes representatives from neighborhoods; disadvantaged groups; "doers" such as developers, industrialists, social service organizations, and service groups; and existing boards and commissions.
- The lack of enthusiasm in Pittsburgh for filing for elected seats on the CAC suggests that this procedure for obtaining district representation be reviewed.
- City-wide citizen participation should be supplemented by neighborhood organizations concerned with local needs, desires and habits.
- Seven alternative committee structures for citizen participation have been examined:
 - A. Council appoints all representatives from various interests.
 - B. Agencies and commissions nominate members, confirmed by Council, with additional at-large members appointed by Council.
 - C. Informal elections of members in each neighborhood, plus two members appointed by each Council member.
 - D. Council appoints an existing board or commission to be the citizens advisory committee.

- E. Council appoints ten citizens to assist in developing and reviewing the CD Application.
- F. Council creates a large advisory pool from all interests. Members selected from pool advise on specific problems, for limited time only.
- G. Continue present form of CAC, assisted by an advisory pool, as in F.

ENCOURAGING
PRIVATE
DEVELOPMENT

- The City of Pittsburg needs to create a positive atmosphere in order to attract private investment. This requires the planning and implementation of programs responding to needs of residents, property owners and business groups.
- Plans for those areas requiring improvements should be reviewed and updated. Where no plans exist, they should be prepared as the first step toward a public and private commitment.
- Rehabilitation and renewal should be encouraged by legislation, counseling and financial assistance where conventional loans are not available.
- Public improvements should be used to implement plans and stimulate property owners to upgrade their neighborhoods.
- Codes and ordinances should be reviewed and updated with a view to encouraging rehabilitation and new uses.
- Increase the attraction of the Marina to the northern portion of the City by encouraging fairs, festivals and exhibitions downtown.

LEVERAGING

- The City should use its investment in Community Development to encourage additional investment in the City by both public and private sources.
- Public leveraging includes pooling funds from various sources, matching funds, and undertaking projects which encourage new construction, rehabilitation of neighborhoods and improvement incentives.
- Five major areas of Pittsburg need assistance for improvements. They are the waterfront, housing, rehabilitation areas, redevelopment areas the central business district and the Stoneman Industrial Area.
- The resources to upgrade and improve the five problem areas include a variety of public and private fund tools. Promotional programs, federal and state loans and grants, local bond issues and private contributions will be required to achieve improvement objectives.

ALTERNATE
COMMUNITY
DEVELOPMENT
PROJECTS

- Public programs and projects proposed for the development of Pittsburgh should meet criteria responding to policies, goals, objectives and needs of the City.
- A strategy for determining priorities should be developed. The priority system should be considered in developing the Annual Budget, the Community Development Block Grant application or any special programs that develop.
- High unemployment, low family income and an inadequate tax base make improvement of the City's economy a critical need.
- Each year the City departments should recommend a series of projects and programs to the Director of Community Development. These proposals should be reviewed by the various commissions and the CAC for priority recommendation according to funds available and special needs.

MANAGEMENT
SYSTEM

- A Management System for the Community Development program is proposed in order to achieve a superior level of service, prompt execution of construction plans and fiscal responsibility.
- The monitoring function in the Community Development Department permits coordination of information. This information may then be transmitted as necessary to the City Council, HUD, the City Manager and citizens.
- The management system includes six major areas: planning and programming, budgeting, implementation, reporting, monitoring and evaluation.
- Legislative and administrative regulations require that Community Development Block Grant activities and projects adhere to the scope and estimated costs of the approved application. The Management System is designed to fulfill such regulations.

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I. INTRODUCTION

The City of Pittsburgh is the recipient of three million dollars in the year 1975-1976 as part of a three-year grant of 12 million dollars under the Community Development Block Grant Program authorized by the Housing and Community Development Act of 1974. Using these funds, in 1975 the City was committed to execution of thirty different projects and service activities. Herman D. Ruth + Associates, City and Regional Planning Consultants, were retained to assist the staff in carrying out the programs and in meeting the timing, financial and legislative constraints imposed on the City. This document is the Final Report on Management of the Community Development Program.

This report is composed of two major portions. Volume I is a review and analysis of the City's Community Development Program, and a discussion of potentials of the program to stimulate the economy and development in the City. Volume II is a Management System which provides for a method of meeting federal requirements, target dates and adhering to budget restrictions.

Volume I, An Analysis of the Community Development Block Program, was developed as a series of memoranda to provide information and background during the conduct of the program. Portions have been presented to meetings of the Citizens Advisory Committee. This Volume provides members of the City Council, and city boards and commissions with information on the possibilities of public projects to encourage private development and community improvement. This study stresses the need to stimulate development of five critical areas of the City, the waterfront, the housing rehabilitation areas, the Stoneman Industrial Area, and the Redevelopment Areas and the Central Business District.

Volume II, Monitoring Community Activities and Programs, describes the participants and detailed steps for each activity and project in the program. It is a technical document for direct use by the project directors and department executives of the City. The Community Development Department is charged with coordinating elements of the Management System including reports, applications and clearances. The information given to the Community Development Coordinator may then be used as a progress reporting resource by the City Council, the City Manager, HUD, and interested boards and commissions.

distributed door-to-door in neighborhoods to expand the effect of these community meetings. Emphasis has been placed on narrowing the gap between juveniles and the police by placing a juvenile specialist and the beat officer on the school campus. Other similar activities have included recreational excursion programs with police-men accompanying the participating youngsters. An Explorer Scout post is sponsored by the Police Department and coordinated by the Juvenile Specialist in conjunction with the Department of Leisure Services.

Pittsburg Economic and Housing Development Corporation (PEHDC)
Map Ref. #3

Economic Development PEHDC has now completed construction of streets, utilities and site improvements in the Los Medanos Industrial Center. The agency is developing additional multi-purpose space for lease in order to attract new industrial and commercial business to Pittsburg. PEHDC is assisting in promotion of the Marina as a regional recreational and business-oriented area. The agency goal is to generate at least \$1,000,000 in new construction using the Small Business Administration Programs. It is assisting businessmen in the preparation of loan packaging for the development of new or existing establishments in Pittsburg.

Housing In the first year of the CD program, PEHDC was established as an official HUD counseling agency in this region for Section 235 and 237 programs and default counseling. The is continuing with a Rehab/Loan/Grant program in cooperation with a local bank utilizing the Title I program. Existing housing will be brought to City Housing Code Standards through loans and grants where homeowners are unable to repay a loan. PEHDC has established a housing demolition program to eliminate burned-out and/or unsafe housing within Pittsburg.

Manpower Map Ref. #4

Manpower staff is primarily supported by Community Development funds. This staff is responsible for manpower program coordination within the Pittsburg area; employee training and up-grading; in-house Affirmative Action program development; contract compliance; public information and referral regarding employment-related human services; grant development and personnel system-related functions.

Recreation Map Ref. #5

The Department of Leisure Services has expanded and developed a total recreation program with the implementation of various programs, classes, excursions, etc. having an emphasis on services for Youth and Senior Citizens. The Department also has coordinated efforts with the Police Community Relations Unit, Pittsburg Unified School District and other social service agencies, in an effort to increase levels of service and communication. Community needs are identified by an established citizen participation structure and

interested groups. These recommendations are the basis for programs undertaken by the Leisure Services Department.

Beautification

Median Beautification Installation of sprinkler systems and landscaping of new median sections were scheduled to begin during the first CD year and to be completed in the fall of 1976. Two and one-half miles of median strips will be developed in four locations:

Leland Road from Railroad Avenue to Antioch City Limits Map Ref. #7

Civic Avenue from Davi Avenue to Railroad Avenue Map Ref. #8

Harbor Street from Contra Costa Canal to Freeway 4 Map Ref. #9

Loveridge Road from Contra Costa Canal to Freeway 4 Map Ref. #10

Civic Center Beautification Map Ref. #11 Improvement of unpaved parking areas, landscaping, paving of walkways and activation of the fountain comprise the beautification scheduled for the Civic Center Complex during the second CD year. Work should be completed by summer 1976.

Railroad Avenue Beautification Map Ref. #12 This work on Railroad Avenue represents a major undertaking. Undergrounding of power lines, improved traffic circulation and consideration of the impact of the Railroad Avenue grade separation, and revitalization of downtown and the Marina are included, with general landscaping and spot improvements. Emphasis will be placed on the stretch of Railroad Avenue north of Freeway 4. Physical and aesthetic improvements will be under way by the end of the first CD year. With the exception of the grade separation, it is anticipated that Railroad Avenue will be completed during the third year.

Street Widening Map Ref. #12

Widening of East Third Street from Cumberland Street to Black Diamond Street, and Black Diamond from East Third to Second Street, to provide access from Railroad Avenue to the Marina, will be undertaken as a single project. The existing streets will be removed, excavation, adjustment of utilities and undergrounding of power lines will take place, and wider streets with lighting and landscaping will be constructed. Right-of-way has already been acquired and work is scheduled to coincide with the beginning of the second CD year, with completion set for late summer 1976. Inclusion of East Third Street in the City-County Thoroughfare System is vital for funds needed in street widening.

Rehabilitation Code Enforcement Map Ref. #21

The Rehabilitation program of loan assistance and public improvements to upgrade deteriorated neighborhoods is being held in abeyance while the availability of funds for the same purpose from other sources is being explored.

Redevelopment

Redevelopment Area No. 1 Map Ref. #22 Redevelopment of Area No. 1 scheduled to begin during the second CD year. A possible plan change may result in modifications or the area designated for development.

Redevelopment Area No. 2 Map Ref. #23 Litigation on the value of structures has set redevelopment of Area No. 2 behind schedule. However, the area will be totally cleared early into the second CD year, and ready for future improvements.

Grade Separations

Scheduled for third CD year. Railroad Avenue Grade Separations appear on Map as Ref. #25, Harbor Street Grade Separations as Ref. #26.

Water Plant Expansion Map Ref. #27

Construction is well under way to expand the treatment capacity of the Water Plant from 8 million gallons per day (MGD) to 16 MGD. The raw water intake and West Assessment District improvements are scheduled for completion prior to the end of the first CD year. A target date of late summer 1976 is set for implementation of Southeast Assessment District improvements and operation under increased capacity.

Parks

Stoneman East Map Ref. #13 Stoneman East has a scheduled completion date of July 4, 1976. Winter weather conditions permitting, work on the park was to progress on schedule through the end of the first CD year. Participation of various community groups will contribute to the success of Small World, a Bi-centennial project. Work on this enclosed area within the park will continue beyond July 1976.

Stoneman West Map Ref. #14 Turfing of bare areas in the park and extension of the irrigation system was to begin within the first CD year. By summer 1976, picnic facilities behind the ball diamond and other park improvements were scheduled to be ready for use.

Kaufman and Broad Map Ref. #15 In this neighborhood park, the Twin Harbors subdivision will be provided with basketball, volleyball and horseshoe courts, softball field, creative play areas and picnic facilities. All improvements were scheduled to be completed within the first CD year.

Woodland Hills Map Ref. #16 By the end of the first CD year, Woodland Hills subdivision was to have the benefit of their neighborhood park. Facilities were to include tennis courts, high level picnic areas and a giant slide which takes advantage of the natural sloping site.



FIGURE 1
LOCATION OF CD ACTIVITIES
AND PROJECTS
Refer to text of Project Status Summary

St. Peter Martyr Park and Pool Map Ref. #18 Construction of the St. Peter Martyr swimming pool was to begin during the first CD year and be completed during the summer of 1976. Development of picnic areas, softball fields with bleachers and tot lots on five of the sixteen acres surrounding the pool, was to follow. Landfill is to be brought from the Marina dredging.

City Park and Girl Scout House Map Ref. #19 Complete rehabilitation of City Park was to begin during the first CD year and is set for summer 1976 completion. The installation of new ball diamond lights was to be accomplished by the end of the first CD year. Clearance of the old park corporation yard, turfing of bare areas and renovation of the Girl Scout House to make it more suitable for public use, are part of this project.

Del Monte Center Map Ref. #20 Completion of remodeling of these facilities was scheduled for the end of the first CD year.

Community Development (CD) Administration Map Ref. #6 Each year's Community Development Application is developed by CD Administration. It arranges for citizen participation in the planning and implementation of projects and coordinates and evaluates the projects themselves. Currently Planning Department staff have responsibility for CD Administration.

C. First and Second Year CD Budget Plan - See chart on following page.

BUDGET PLAN EXPLANATION

- a. HUD approved the First Community Development Year as the twelve-month period from 4/1/75 to 3/31/76.
- b. The amount allocated represents the amount approved by the City Council for projects during the first CD Year. At the time of Council approval, total first-year funds granted by HUD were assumed to be \$4,199,935. The actual total first-year appropriation is \$4,138,000, which is \$61,935 less. The first-year total budget of \$2,508,589 is nevertheless well within this appropriation.
- c. Projected expenditures for the first year represents an adjusted figure based on Council directives, increased costs, and the slight downward revision of HUD's first-year appropriation.
- d. HUD has approved the Second Community Development Year as the twelve-month period from 4/1/76 to 3/31/77.
- e. These figures were presented to the Commissions and Citizens Advisory Committee for review. The amount for the second year reflects the second-year allocation of \$2,988,000 for a twelve-month period, Council directives, realistic estimates of increased costs, and includes \$629,411 in unexpended first-year funds. This amount carried forward is derived by subtracting the \$2,508,589 budgeted for the first year from the actual first-year appropriation of \$3,138,000. (Also see Note b.)

FIRST AND SECOND YEAR CD BUDGET PLAN

	FIRST CD YEAR ^a		2nd CD YEAR ^d	Two-Year Total
	Allocated ^b	Projected Expenditure	Proposed ^e	
	(1)	(2)	(3)	(Cols 2 & 3)
<u>SOFTWARE</u>				
HEALTH	\$ 95,000	\$ 67,276	\$ 79,430	
PCRU	35,000	53,138	77,650	
PEHDC	274,384	325,234	317,218	
MANPOWER	35,000	53,595	76,800	
RECREATION	35,000	69,000	52,000	
CD & CP ADMIN	93,935	108,220	165,725	
				\$1,445,286
<u>PHYSICAL</u>				
BEAUTIFICATION				
Medians	\$ 80,000	\$ 24,000	\$ 56,000	
Civic Center	20,000	0	20,000	
Railroad Ave.	202,500	50,000	300,000	
STREET WIDENING	170,000	0	170,000	
REHAB CODE ENF	200,000	0	0	
REDEV NO 1	0	0	1,067,714	
REDEV NO 2	1,082,305	1,050,000	32,305	
WATER PLANT	206,116	206,116	593,884	
PARKS				
Stoneman East	35,000	18,010	16,990	
Stoneman West	30,000	22,000	8,000	
Kaufman/Broad	15,000	15,000	0	
Woodland Hills	15,000	15,000	0	
Buchanan	0	0	25,000	
Hillvw Pool	50,000	17,000	83,000	
St. P. Martyr	0	0	65,000	
City Park	195,695	100,000	95,695	
Girl Sct Hse	15,000	0	15,000	
SENIOR CITIZENS	35,000	35,000	0	
CITY GYM	30,000	30,000	0	
				\$4,130,714
<u>LOCAL OPTION</u>	\$250,000	\$250,000	\$300,000	
				\$ 550,000
TOTAL	\$3,199,935 ^b	\$2,508,589 ^b	\$3,617,411 ^e	\$6,126,000

III. ANALYSIS OF THE COMMUNITY DEVELOPMENT PROGRAM

A. Introduction

The Second Year Community Development/Housing Assistance Program application represents a continuation of the First Year activities. The content of the program is based on needs as determined in several ways: by census data which locates the disadvantaged segments of the community; by citizen input through meetings and public hearings; and by programs that were previously carried on through Model Cities and categorical grants. The final program as represented in the application may be further reviewed, refined and amended by the City Council. The Housing and Community Development Act of 1974 and HUD regulations, spell out how the CD/HAP funds may be expended. A broader approach to community development is permitted than under previous legislation so that more people may benefit from the program. The disadvantaged are not confined to a single neighborhood, and in Pittsburgh innovative services are now available in several parts of the City. Some of the services may be strengthened by additional sources of funds, and institutionalized if possible, so as not to be jeopardized by changing federal regulations. The development projects need to be examined to determine how they serve community needs and stimulate neighborhood improvement. Figure 2 shows a map of the public and recent private projects in Pittsburgh.

B. Activities Analysis

The following programs were proposed for the second action year. They represent programs started under Model Cities which are being continued and occasionally modified to respond to changing community needs.

Community Health Center

The Health Center is more formally entitled the Department of Community Health. Services of the Los Medanos Community Hospital District have provided referral and information service through their social service program. It has been a very important function in the community which has limited resources and health facilities of its own. The long-range objective is to make this service available on a permanent basis.

Two buses provide free transportation service for residents needing social and medical services. They also provide transportation for senior citizens participating in the Nutrition Program. Efforts in the City are being directed toward a public transportation system available to the entire City. Until this objective is achieved, the current program offers a way to continue the provision of service to the disadvantaged and the handicapped. Alter-

nate sources of funding for this transportation system may be possible under other federal programs administered by HEW and DOT. Use of S.B. 325 monies available through the State of California and Contra Costa County might be explored further. There is pending state legislation to amend S.B. 325, which may help in funding this unique Pittsburg program.

With the phase-out of Model Cities and other grants, some health care services have been transferred to the Hospital Outpatient Clinic. Reorganization of services has been necessary because of funding changes, and the desire of the Hospital District to make permanent services that were offered previously under short-term grants. Community Health Services receives its funding from various sources. Only a small portion of its support is provided through the CD allocation. Other major sources of funding include the Hospital District, Contra Costa County Human Resources Agency, County Mental Health Administration and the Regional Medical Program.

The Health Center Project is seeking to attract more physicians to locate in Pittsburg as a long-range goal. This goal is important, particularly as Pittsburg increases in population and tries to improve the quantity and quality of health facilities and services.

Police Community Relations Unit

The Community Development Program makes possible the continuance of a Police Community Relations Unit which was started under Model Cities. The long-range goal is to retain the Community Relations Unit on a permanent basis. The Unit carries out a variety of programs including Citizens-Ride-Along, Police Department Tours, school presentations, community block parties, operation identification, Community Service Center, and sponsorship of an Explorer Scout Post. Particular emphasis has been given to crime prevention through the identification and education programs in the areas where burglaries have occurred. PCRU fosters active liaisons with various community groups. PCRU works closely with the County Probation and Social Services Departments, the City Department of Leisure Services, the School District and Board in an effort to integrate programs and to reduce problems in the areas where young people congregate. Community relations appear to have improved considerably since the start of the project under Model Cities.

PEHDC

PEHDC engages in activities to promote Pittsburg's economy. It is assisting businesses wishing to locate in the Los Medanos Industrial Center to apply for Small Business administration loans. This service has also been available to businessmen seeking to locate in any part of the City. PEHDC is seeking to attract development to

the Marina and the urban redevelopment areas. In this role, the agency has developed plans and programs aimed to attract private development.

Very little government-assisted housing is under construction at the present time due to the lack of federal funds. However, PEHDC is authorized to serve as a HUD counseling agency to prevent defaults in the existing Sections 235 and 237 programs. They are assisting homeowners to obtain loans from banks for home improvements. PEHDC is carrying out a demolition program to eliminate burned-out or unsafe housing in the City. If a subsidized housing program again becomes available, PEHDC has the staff and facilities to assist in the development of housing for moderate income families.

Manpower

The Manpower staff is supported by Community Development funds and provides coordination with Manpower programs in the Pittsburgh area for employee training and upgrading, affirmative action, contract compliance, and as a referral agency for employment and related human services. In executing the CETA program, Manpower has worked with the Board of Education and the community college district to institute training and job development programs. Programs provided under Manpower are essential in alleviating the City's severe unemployment problems.

Recreation

The Department of Leisure Services has developed a varied recreation program in an effort to raise levels of service and communication. They propose to broaden their programs for youth and senior citizens so as to respond to some of the unmet needs of Pittsburgh's residents. Policy direction is provided by the Parks and Recreation Commission. Citizen groups assist in program planning at the Recreation Center and in the neighborhood areas. Citizen participation and coordination with the Board of Education, the Police Department and social service agencies has required innovative programs to meet the needs of the community which vary by season and by population composition. While under Model Cities, the focus of the programs had been the northern section of the City. Community Development permits administering to the needs of a broader group of disadvantaged residents including the City area south of the Freeway, where moderate-income housing has been developed without adequate recreational facilities.

C. Projects Analysis

Median and Civic Center Beautification

Landscaping of median strips has been scheduled for the first and second CD years and will cover approximately 2.5 miles in four locations: Civic Avenue from Davi Avenue to Railroad Avenue; Leland Road from Railroad Avenue to the Antioch city limits; Loveridge Road and Harbor Street from the Contra Costa Canal to State Freeway 4. The landscaping of medians on Leland Road and Loveridge and Harbor Street will set the urban design level for future development in those areas.

The beautification of the median on Civic Avenue will complement both the Civic Center and City Park. The development around Civic Center will include improvement of the unpaved parking areas, landscaping, paving of walkways and activation of the fountain. This action will provide much needed off-street parking for the Civic Avenue building and the Police Department. It will prevent the miring of cars in the unimproved portions of the parking lot and will aid in the continued development of the Civic Center Complex.

Railroad Avenue Beautification

The improvement-beautification of Railroad Avenue represents a major undertaking. It includes the undergrounding of power lines, an improved circulation pattern, grade separation over the railroad crossings, and coincides with the revitalization of downtown and the Marina. (The grade separation may be completed in the third CD year.) It is a project supported by all elements of the City in the hope that it will stimulate and enhance the environment and provide a pleasing approach to the revitalized downtown and developing Marina.

Street Widening

The second year program proposes the street widening of East Third Street from Cumberland Street to Black Diamond Street, and Black Diamond Street from East Third Street to Second Street. This program will provide access from Railroad Avenue to the Marina and will be undertaken as a single project. Existing streets will be reconstructed. There will be excavation to improve the grade and adjustment of utilities and the undergrounding of power lines to be followed by new street lighting and landscaping.

Redevelopment

The two redevelopment projects about the Marina. The work on Redevelopment Areas Nos. 1 and 2 may result in some plan changes for Area No. 1, and resolution of litigation leading to the demolition and clearance of structures in Area No. 2 during the second CD year. These projects should move ahead as rapidly as possible in order to stabilize this section of the City.

Water Plant Expansion

The water plant expansion program will double the sewage treatment capacity for the City. Raw water intake improvements for the West Assessment District are scheduled for the spring of 1976, and implementation of improvements for Southeast Assessment District will start in the late summer.

Parks

An extensive amount of work to improve the parks in Pittsburg is scheduled as a part of the CD Program. The development of the parks and recreation facilities will provide needed facilities both for city-wide and for neighborhood use. Community Development monies are making it possible to combine Open Space funds and CD funds to complete the park facilities. Recreation programs of the City will be considerably enhanced as a result of these new facilities. They will be of greatest benefit to the lower income families and will hopefully provide an incentive to nearby residents to enhance and improve their properties.

The improvement of City parks is a city-wide project but will undoubtedly be used more intensely by residents in the Parkside Area. The restoration and improvement of facilities in the parks should complement the proposed rehabilitation program to be undertaken in this vicinity.

The Senior Citizen Facility and the City Gym at Del Monte Center are to be completed during the first CD year. They are city-wide facilities, and will complement the rehabilitation area proposed south of Frontage Road. Although these are nearby, they will not serve the young children in Lido Square.

Stoneman East and Stoneman West will provide recreation and open space for the City, and primarily that portion of the City south of the Freeway. The two moderate-income housing developments, Pittsburg Plaza and Woods Manor, are within easy walking distance of the park, but not directly connected to it. These two developments are in urgent need of recreation facilities, particularly for younger children. It is questionable whether Stoneman East and Stoneman West can serve this group. However, the facilities now being developed in Stoneman East and West will serve older age groups and younger children when accompanied by an adult or older child.

St. Peter Martyr Park and Pool will serve a large developed area in need of outdoor recreation facilities. The Pool will be a welcome facility in the area north of the Freeway, now lacking in adequate picnicking and swimming facilities. It will complement the efforts of residents in the Bayside Knolls area to preserve

their neighborhood.

Similarly, the Buchanan Park and Pool will provide the same facilities for residents south of the Freeway, which is rapidly increasing in population. It will make available outdoor recreation and swimming facilities to a developing portion of the City, now lacking in developed park space. It should be noted that the three moderate-income projects south of the Freeway will have fairly good access to this public facility.

In the Kaufman and Broad Neighborhood Park, provision is being made for courts for basketball, volleyball and horseshoes. A softball field, creative play areas, and picnic facilities should be completed during the first CD year. Facilities for tennis, picnics and slides should be available by the end of the CD year in the Woodland Hills Park.

Completion of the rehabilitation of City Park is set for the summer of 1976 and includes new ball diamond lights, clearance of the old park corporation yard, turfing of the bare areas, and renovation of the Girl Scout House.

Stoneman East has a scheduled completion date of July 4, 1976. Small World, an enclosed amusement area for youngsters, is included in the park and is a Bicentennial project. By the summer of 1976, extensive turfing and irrigation of the grassy areas will have been completed in Stoneman West; during the summer, picnic facilities behind the ball diamond and other improvements are scheduled for use.

St. Peter Martyr Park should be completed during the summer of 1976 with picnic areas, softball field, tot lots and a swimming pool. Buchanan Park and Pool is scheduled to be opened during the summer of 1976 and will include facilities for creative play, picnicking and passive recreation. The Park is scheduled for completion in the fall of 1976.

KEY TO COMMUNITY DEVELOPMENT PROJECTS, OTHER PUBLIC PROJECTS AND RECENT
PRIVATE DEVELOPMENT GROUPED BY CENSUS TRACT

CT #	Proj.#	CD PROJECTS	Proj.#	OTHER PROJECTS
3090	12	Railroad Ave. Beautification (Partial)	50	Lake Shore Village
			51	Marina
	18	St. Peter Martyr Community Park, Pool	52	Riverview Park
	21	East Third Street/Black Dia- mond Street Widening	53	Cody Neighborhood Park
	22	Redevelopment Area No. 1	54	Dow Chemical Plant Expansion
	23	Redevelopment Area No. 2	55	Eighth Street Track Removal (Partial)
3100	12	Railroad Ave. Beautification (Partial)	55	Eighth Street Track Removal (Partial)
	25	Railroad Ave. Grade Separations (Partial)		
	26	Harbor Street Grade Separations (Partial)		
3110	8	Civic Avenue Medians		
	11	Civic Center Beautification		
	19	City Park, Girl Scout House		
	24	Rehabilitation Code Enforce- ment (Partial)		
	25	Railroad Ave. Grade Separations (Partial)		
	26	Harbor Street Grade Separations (Partial)		
3120	26	Harbor Street Grade Separations (Partial)		
3131	7	Leland Road Medians	56	Woods Manor (236 Housing)
	9	Harbor Street Medians	57	Pittsburg Plaza (236 Housing)
	10	Loveridge Road Medians	58	Highland Meadows Subdivision
	12	Railroad Ave. Beautification (Partial)	59	Oak Hills Subdivision
	13	Stoneman Park East	60	Town Center Shopping Center
	14	Stoneman Park West	61	Industrial Park
	17	Buchanan Community Park, Pool		
3132	12	Railroad Ave. Beautification (Partial)	62	Lido Square (236 Housing)
			63	Woodland Hills Subdivision
	16	Woodland Hills Neighborhood Park	64	Lido Square Shopping Center
			65	Stoneman Rifle Range Park
	20	Del Monte Center		
	24	Rehabilitation Code Enforce- ment (Partial)		
	27	Water Plant Expansion		
3141	15	Kaufman and Broad Neighborhood Park	66	Twin Harbors Subdivision

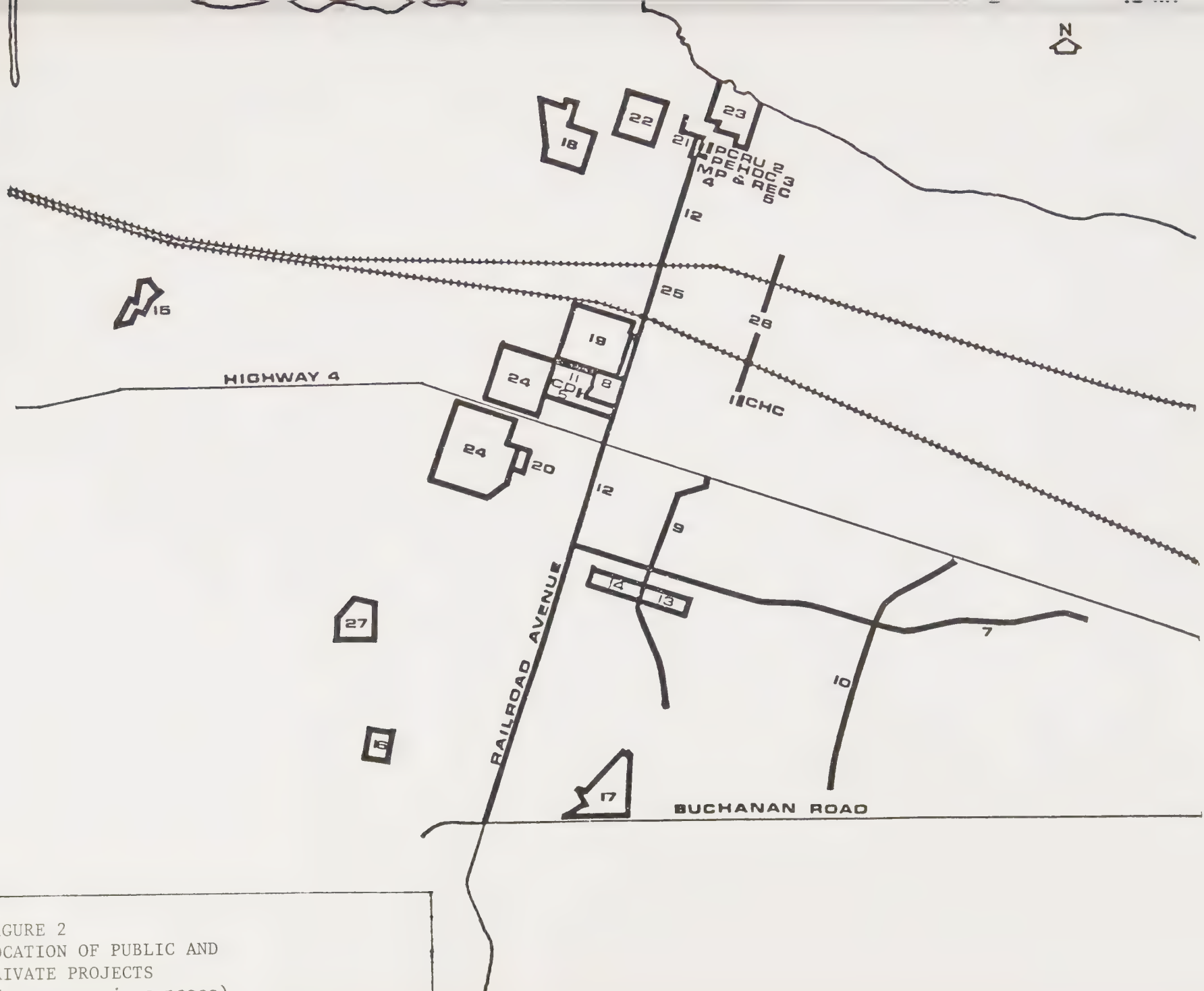


FIGURE 2
LOCATION OF PUBLIC AND
PRIVATE PROJECTS
(Key on previous pages)

D. Budget Control

In the initiation of the Community Development Program, HUD allocated \$3,199,935 to Pittsburgh. The actual appropriation amounted to \$3,138,000, a reduction of approximately \$61,000. It is anticipated that only \$2,508,589 will be spent by the end of the first action year. The unexpended balance of the funds, \$629,411, will be spent the second year together with the allocation of \$2,978,000, for a total of \$3,607,411 for the two years.

Closer fiscal control is proposed by City staff this year, as all records are being computerized. The Director of Finance will now be able to show project directors expenditures by standard category on a monthly basis. Consideration might be given to more frequent reporting in order to avoid costly over-runs. To make this system work, project directors will have to turn in records of all financial transactions and commitments on a daily basis. The draw-down on all accounts and funds will have to be matched with work progress, in order to make sure that projects do not prematurely encumber the third year allocation.

E. Conclusions

The City's software projects tend to be oriented to the portion of the City north of the Freeway. However, recognition of special needs has broadened participation in the programs, with special emphasis on the elderly, the young and school-aged children. The deficiencies in the CD program as it was originally conceived have occurred because of inflation and reduced funding. However the CD program succeeds in supplementing and complementing programs to meet some of the primary needs in the City.

The improvement of Railroad Avenue leading to the Marina will improve the approach to the Marina and will improve the CBD. Its effect on Redevelopment Project No. 1 is negligible. It may contribute to improved access to Redevelopment Area No. 2.

Redevelopment projects must, by their very nature, absorb a large portion of the Community Development budget. Their reconstruction will eventually improve housing and related facilities in the older portion of the City. The overpasses on Railroad Avenue are needed to complete the approaches to the Marina, but the safety factor is more basic on a street that accommodates large volumes of traffic.

The Community Development Program is being used to uplift and improve the physical character and image of the City. The focus of improvement around the Civic Center and City Park is an excellent example. However, more attention needs to be paid to the economic development of the City in the CBD, the Marina, and the redevelopment and industrial areas of the City. The moderate-income housing developments may need more facilities in order to prevent vandalism and deterioration.

The CD funds are insufficient at this time to provide for a rehabilitation and conservation plan for the neighborhoods. It would be desirable if some funds could be found to develop a rehabilitation plan and develop a strategy for the improvement of housing and facilities in the neighborhoods.

In order to qualify for monies for Rehabilitation/Neighborhood Preservation, and for low- and moderate-income housing, the State is requiring evidence of citizen participation and commitments for community facilities that will support these proposed projects. This includes the improvement of streets, lighting, public services, parks, schools and other community facilities.

The first and second year CD monies are being spent to improve some facilities, showing such commitment. It would be highly desirable to consider allocating some funds to prepare Rehabilitation Neighborhood Plans as a means of seeking federal or state funds that may become available for these purposes.

IV. POLICIES FOR THE COMMUNITY DEVELOPMENT PROGRAM

A. Surmounting City Problems

The City has been alerted by reports from Model Cities, Community Development, and from business groups to the social, economic and physical needs of the City.

In 1974 the Mayor's Task Force presented a Report which discussed problems that hindered development in Pittsburgh. It recommended responses to the problems, though it did not deal with social problems except as they affected the commercial and industrial segments of the City.

The physical appearance of the City was of primary concern. It was called "dirty and unkempt" with "no visible effort to improve that situation". This problem refers to appearance as the "major detriment to doing business here". Maintenance of both public and private property were scored. The appearance of the City reflects on both capital investment and consumer response. The Task Force recommended improvement in the appearance of public and private land, buildings and appurtenances. Accordingly, top priority recommendations pertaining to maintenance, beautification, code enforcement and circulation within the City were established. The Task Force urged the City to set an example by effectively maintaining and improving all public grounds and buildings. It urged strict enforcement of codes and ordinances to abate public nuisances. Furthermore, the City should implement an ongoing program to enhance appearance through landscaping, urban design, and street improvement.

An additional list of recommendations related to capital improvements and security measures which the City should undertake. The development of the Marina area was a top priority. Other measures were recommended with emphasis on improving security and appearance of Railroad Avenue, off-street parking, removal of abutments from the Stoneman area, weed abatement and other beautification programs.

The Task Force identified important problems that must be resolved if the City is to receive any benefit from expenditures by consumers in Pittsburgh. Otherwise, these retail sales and services are lost to the City in favor of other areas. Pittsburgh has been experiencing rapid growth of housing areas without experiencing the related growth in retail and service trades. The group found a need for a larger variety of goods and services than is offered within the Central Business District (CBD). The lack of facilities and goods cause residents to do most of their shopping, other than groceries, outside the City.

The Task Force realistically did not see the Central Business District as the center for major chain store operations. It did see it as the location for specialty shops, neighborhood shopping and businesses related to the waterfront. Professional offices, public offices, banks and other financial institutions could attract foot traffic to the downtown. Large chain store operations might be attracted in the vicinity of Railroad, Leland and Buchanan Road.

The Task Force noted a need for a local transportation system. The existing facilities are inadequate to serve the City. It would appear that a need for a variety of facilities and service calls for a public transportation system. Finally, the Task Force was concerned with the difficulties of permit processing and governmental indifference in City Hall, which served to discourage business development in the City.

The Community Development Plan was adopted as part of the Community Development Application by the City Council in 1974. It summarized the physical condition and needs in eight major areas. In delineating the physical conditions, deteriorating housing was of primary concern. In addition, the concrete abutments and foundations in the Stoneman area, unprotected railroad crossings and obsolete wooden sewers and curbs were mentioned. The inventory of open space needs uncovered a particular need for developing and improving recreation facilities.

Another area of concern has been the declining number of businesses in downtown Pittsburg. Business and property taxes are traditional means of financing some needed public services in the City. Declining business activity means declining tax revenues to Pittsburg. While taxable sales have increased within the City, inflation has more than offset those benefits. Continued economic vitality of the City requires the CBD be renewed.

Population growth and antiquated facilities have established the need to replace and improve the water treatment and distribution system. The entire sewage system is in need of modernization and improvement, according to City records.

The 1970 Census reported that about one-third of the Pittsburg population was receiving some form of public assistance. Furthermore, the income of about 17.7 percent of the population was below the national poverty level. The City has the second highest concentration of minority population in Contra Costa County.

Residents of the City are faced with many health service shortages. These include lack of available doctors, access to services and health information. An analysis of health needs and problems, levels of service, and goals for a comprehensive health system was prepared by the Community Health Care Policy Board, entitled Health Prospectus 1972, Report on Health in the Pittsburg Model

Neighborhood Area. Findings from this document are incorporated in the Community Development Application. Significantly, under the Model Cities Program, a Community Health Center was established which has begun to meet some of these needs.

In the field of education, Pittsburg has been in need of child care programs and recreation programs for youth. Equally important is the need for vocational training and adult education. These programs are needed for assistance to train, retrain and prepare the unemployed and underemployed for employment.

Similar to so many other cities, Pittsburg suffers from personnel turnover in its Police Department. The new personnel tend to be younger and less experienced in dealing with the community. A Community Relations program responds to the need to educate, to increase communication between the staff and residents, and to combat increasing juvenile offenses, through prevention programs.

B. Instruments to Address City Problems

The problems confronting Pittsburg are serious. They are not, however, all of the City's own making. Much has been done to remedy them and more will continue to be done under federal, state and county programs, in addition to what the residents and property owners have contributed through taxes, fees, participation and other efforts.

Federal and state grants for public projects are most frequently made on a crisis basis, i.e. high unemployment, severe housing shortage, increased water pollution, etc. The communities that are in the best position to apply and use the money most rapidly are those who have developed plans, both general and specific. These plans permit maximizing accomplishment by taking advantage of available grants and loans, reduced interest rates, opportunity to acquire property or provide immediate employment.

There is concern by citizens and staff that identification of problems and issues are not translated into executed programs and projects. To execute a recommendation requires that plans be prepared, cost estimates made, and that funds be available. The community may wholeheartedly endorse a program or project, without relating it to other needs or the significance of an isolated project. A neighborhood pleads for a community center, while the same community is desperate for replacement of sewer lines. The community center is a visible structure; the antiquated and overburdened sewer lines are underground. Which project should be given priority, all things being equal? Such comparisons and their resolution can be addressed by a General Plan and a capital improvement program. These would spell out the needs and priorities for citizens and the City Council.

The General Plan does not lock in the options to development of the City. Rather, it establishes the rationale behind the choices of decision-making bodies as regards public and private development.

As a statement of general policy guidelines, objectives, principles and standards, the General Plan serves as a long-range guide to development. The very task of preparing a General Plan serves a short-term purpose as well. Included in the nine mandatory elements is review of land use, circulation, housing, conservation, open space, seismic safety, noise, scenic corridors and safety. A current assessment of these areas insures a close look at the present situation and an examination of the City's potential to accommodate its social, economic and physical needs and desires.

Adoption of a General Plan is the first step in providing for the orderly and desirable physical development and conservation of the community. The Plan is implemented as its general policies are translated into specific zoning, subdivision regulation, capital improvement programming and other actions taken by the City. Consistency of the General Plan with zoning is now legislated; subdivision exactions or incentives as well as the timed allocation of public investment can be devised within the guidelines of Plan policies. Neither the Plan or specific implementation programs should imply rigid commitments. Needs change, tactics change, and opportunities for implementation may dictate selection of programs, as will reduced funding.

Preparation of the General Plan makes both citizens and government aware of the many jurisdictions that serve, support and affect the community. Some of these jurisdiction are regulatory, some provide service and almost all are supported by taxes or fees. Problems such as the lack of responsiveness and coordination, or the presence of conflict and duplication, becomes apparent in the recurring objectives proposed under each of the eleven elements of the Policy Guidelines for the Community Goals Document. These objectives seek to coordinate activities within City Hall, and between the City and other jurisdictions for facilities, services, housing, recreation, open space, community design, human resources development, community health and citizen participation.

The Community Development Revenue Sharing Program allows for some planning expenditures. This may be a way to finance some of the needed background work for development, including the preparation of plans and policies.

If development is not directed, project planning and crisis development may be the experience of the City in the long run. Six service programs are now in operation and fifteen capital projects are at various stages under the Community Development Program. These efforts show immediate positive results for the City. While they may be initiated or constructed within the short range of Community Development funding, the City will have to bear the long-term cost of their support. This will include the City's commitment to providing services and maintenance and replacement of capital projects. When planning has provided a frame of reference,

the Community Development Programs do offer an opportunity to fulfill the Policies of the City. The regulations for use of federal monies are subject to change and interpretation. The software or service programs which were financed by Model Cities and now Community Development Revenue Sharing, are most vulnerable to the cut-off of funds. Services such as recreation for the elderly and youth, job training, transportation to health and social services, and packaging of loans for rehabilitation and business development, may be in danger of elimination. If the City cannot persuade HUD of the validity of these programs, new funding sources may have to be found. It becomes imperative that social policy be incorporated in the City's plans.

C. Identifying Assets and Problems

The formation of action plans and policies requires the identification of facilities, resources and services available to Pittsburgh. These facilities and resources should be quantified and appraised as to quality, adequacy and capability. Furthermore, this appraisal of assets should be accompanied by identification of existing deficiencies. Finally, the information should be kept current. Portions of this identification now exist in miscellaneous reports required by various governmental reports. There is no central repository for this information. An inventory of facilities can be complicated by the presence of special districts and overlapping jurisdictions serving a community. Each jurisdiction is an independent unit with its own facilities, services and taxing powers. This organization of governmental jurisdictions discourages, coordination, cooperation and sharing of facilities. In some cases it may encourage competition and conflict.

Closely allied to public facilities are public services. Frequently they are so closely allied, they are considered the same thing, e.g. water system and water service. However, the City has many services that exist independent of the facilities, such as community relations. It has many services whose level of performance is dependent upon availability of funds and community demand, such as recreation programs.

Standards of service and facilities have been developed as a means of measuring the adequacy of a service or facility. For physical elements, engineers have standards for measuring capabilities, such as that of various utility lines: sewer, water and electricity. In the "soft" areas such as social services, a measure of adequacy may be recommended by the technical staff. Evaluation of existing social services in a community occurs infrequently. Generally the decision to provide a service are based on demand or legal requirements. However, an excellent example of health care assessment in a community is that in Health Prospectus '72, Report on Health in the Pittsburgh Model Neighborhood Area, prepared by the Community Health Care Policy Board.

The process of identification of assets and deficiencies will provide the framework within which a city such as Pittsburgh can deter-

mine its short- and long-range needs. It may also provide a vehicle for resolving conflicts between different interest groups. The policies of the City and the General Plan should address themselves to the deficiencies and needs identified in the assessment process. A Public Facilities and Services Element, and a Social Services and Resources Element of the General Plan could be the appropriate vehicle. Ultimately these recommendations would be represented in the capital improvement and operating budgets as financial resources were made available. This process of determining adequacy and capability of existing facilities and services should be undertaken periodically. Kept up-to-date, it will serve to provide citizens and decision-makers with information upon which to base their choices and priorities. Too often the lack of this information pushes vital projects to the bottom of the list. The resulting delays may prove costly in the long run. On the other hand, several jurisdictions may be spending monies duplicating service and facilities. This information can stretch the tax dollar and provide better service through coordination of limited resources.

D. Adopted Policies

Community Development in the City of Pittsburgh has been guided by a series of policies, plans and programs. These have been expressed in several reports to the City Council from staff, citizen groups and consultants. Recommendations have been discussed in public meetings and public hearings. Some have been incorporated in elements of the General Plan and some in development plans such as the Housing Assistance Guide Plan, the Marina Expansion Plan, Policy Guidelines for the Community Goals Document, the 1975-1976 Community Development Fiscal Plan and the Community Development Plan, as part of the application for Community Development Revenue Sharing.

There is no standard definition of policies for planning and development. However, it may be said that policies are statements of the direction in which the City should move in order to achieve the objectives of, and implement the proposals contained in a plan. The City of Pittsburgh has not yet adopted or updated all the elements of a General Plan which might serve as the comprehensive guide to community development. In place of the plan elements, the aforementioned documents have become the major source of policy statements to guide budgeting and development.

In June 1974, the City Planning Commission and the City Council adopted the statement entitled, Policy Guidelines for the Community Goals Document. The statement sets forth the overall policy basis for growth management. Long-range goals and short-term objectives define eleven elements of Community Development. It is expected that this statement will guide the long-range planning and the current operations in the City of Pittsburgh.

The overall growth policy established for the City of Pittsburgh is as follows:

The City shall manage all the forces of development to achieve a quality physical, social and economic environment.

This policy has become the overall commitment of the City, its agencies, commissions and staff. It is a simple, direct statement which articulates the City's desire for a decent quality of life. Supporting this statement are goals for eleven elements:

- Land Use
- Circulation and Transportation
- Government Facilities and Services
- Housing
- Parks and Recreation
- Natural Resources and Open Space
- Community Design
- Human Resources
- Community Health
- Environmental Health
- Citizen Participation

1. Land Use

The land use goal is to provide for a balance of land uses to satisfy the social, economic and physical needs of Pittsburgh. A series of objectives is aimed at the provision of needed land uses for living, working, and recreation in specific areas of the City. The objectives relate housing, circulation, services, open space and commercial-industrial uses. Special mention is made of the waterfront, the Camp Stoneman area, the redevelopment areas and the CBD. The objectives include the need to control development within the City's Sphere of Influence.

While seeking to provide for the several land uses, the objectives provide for the many amenities that enhance the quality of life. Residential neighborhoods should be serviced by parks, shopping and schools or community centers. New development should be planned to take cognizance of topography, utilities and circulation. Higher density housing development should be located adjacent to commercial and major transportation facilities.

The expansion of the Marina for recreation is an objective. The downtown area should be developed as a community, commercial, office and residential center, functionally oriented to the economic market generated by the Marina. A program for development of downtown should simultaneously serve the needs of downtown businesses and encourage relocation into downtown.

2. Circulation and Transportation

The goal for circulation and transportation is a balanced system of streets, highways, public transit, and other transportation

facilities to move people and goods safely, conveniently and adequately. In addition, the goal seeks to relate the traffic and transportation system both functionally and aesthetically to housing, recreation, open space, commercial and industrial needs of the Pittsburg area. The objectives to achieve the goals refer to the relationship with environmental goals, the need to relate the system to the landscape, and the need for a connection with BART near the CBD. A hierarchy of streets is recommended, designed to handle traffic on the basis of traffic generated. Such a system will prevent intrusion of heavy traffic into residential neighborhoods. Through streets, paths and transit, the circulation system should permit pedestrians, riders, drivers and bikers, access to the Marina, the CBD and the Camp Stoneman area.

Grade separations at all railroad crossings with arterial streets are recommended. The provision of off-street parking and loading facilities for all commercial, industrial and service uses is suggested. New development along arterials should be required to also provide off-street parking and controlled access. Finally, vehicular access to the downtown should be improved through expansion of the east-west and north-south access from Highway 4.

3. Housing

There needs to be an adequate level of vacancies, provided by an adequate supply of housing to permit free movement of residents within the housing market. As Pittsburg continues to grow, there is a need for a variety of housing types and density patterns to serve an expanding and changing population composition.

One of the objectives was concerned with satisfying relocation needs of households displaced by urban renewal. Further, a concerted drive is needed to clear out dangerous structures. Two of the objectives are concerned with rehabilitation of older established housing. One seeks to encourage rehabilitation and stabilization of the older established neighborhoods. The other specifically refers to housing in the northern portion of the City. Housing environment in the northern part of the City should be improved by providing convenience shopping and recreation, access to community facilities and protection from noise and traffic.

New housing should be developed within the existing infrastructure, i.e. circulation system, commercial facilities, public utilities and community facilities. There should be a program to coordinate efforts of the City, County, regional, state and federal agencies involved in housing and planning.

4. Parks and Recreation

The goal for parks and recreation is to provide sufficient and well-located areas for recreation and leisure time activities to meet present and future requirements. Parks, open space, adult education facilities, bike paths, hiking trails, and encouragement of creative arts are suggested as ways to achieve the goal. Neighborhood parks should be provided for all neighborhoods in the City. New developments should provide for recreational needs of dedication of land or payment of fees. Neighborhood parks should be developed as open space areas with minimal maintenance.

Los Medanos Junior College and other public schools should be programmed for use as community recreation facilities. Further, open space along transportation facilities rights-of-way should be used for linear parks or landscaped open space areas. Public easements should be developed into a system of bike and hiking trails.

The Pittsburg Arts and Cultural Commission, now advising Leisure Services, is encouraging activities for artists. This could lead to an expansion of the beneficial use of local facilities including the Creative Arts Building.

5. Natural Resources and Open Space

The goal to preserve natural resources and open space such as wildlife may be accomplished by limiting and controlling development in designated areas. An integrated system of natural resources and open space would be achieved by preserving areas of outstanding natural, historic or aesthetic value. It is recommended that these areas be inventoried, enhanced and preserved in coordination with similar needs in the Bay Area Region.

The objectives recommend control of all development on flood plains, tidelands, areas of significant topographic relief, and areas of significant plant or animal life. Slope control is recommended by regulation of grading. Development in the foothills should be restricted in order to preserve the open space resource. Land uses in open space areas should be restricted to those that enhance the scenic and natural values of the land such as agriculture, wildlife preserves, forestation, water and land conservation, as well as passive recreational activities.

6. Community Design

It is a goal to improve and maintain consistency in the level of City appearance. This may be achieved by the establishment of design criteria for all development in the City. The ob-

jectives propose architectural and design guidelines for all public and private building. They include the suggestion of a design plan for all street furniture, mature landscaping, trees for all developments, and undergrounding of utilities with particular priority for Railroad Avenue and the CBD.

Architectural and landscape guidelines for commercial and industrial development should set general standards that allow for diversity of design. Neighborhood and community commercial centers should be designed for pedestrian scale activities. All existing elements of the City, including public facilities, should be encouraged to conform to community design standards. All community design activities should be coordinated through the Department of Community Development.

7. Human Resources

A human resources development program is the goal to provide for individual economic, employment, and personal education advancement. The objectives stress the need for educational facilities and programs from pre-school to college. The elementary schools could be programmed for use as community centers for recreation and community service programs. New employment opportunities in new businesses and industries are sought, as are special programs for the needs of the aging and youth. New stable businesses and industries should be encouraged that will utilize and upgrade employment skills of Pittsburg residents. Planning for community services should be coordinated with agencies at all levels of government. Programs should be developed geared to the special needs of the elderly. The community should be made aware of the special needs of youth.

8. Community Health

A full range of health services for all Pittsburg residents is set forth as a goal. The objectives seek to effect a plan for public and private health care facilities and personnel, access to quality health services for all, health education, and the integration and coordination of facilities and personnel of the agencies that provide these services. Elimination of economic, cultural and other barriers to quality health services is sought for Pittsburg residents. An effective system of communication is needed between providers and consumers of health services. This is needed to promote responsiveness to community needs and to emphasize the most effective utilization of health services. There is a need also for access to non-medical supportive services that maintain, protect or help to regain health.

9. Environmental Health

The environmental health goal includes a management system within the City to promote and maintain high levels of environmental health including: residential environment, vector control, air, water and noise pollution, solid waste disposal, institutional sanitation, occupational health, pesticide contamination, seismic safety, and disaster planning. The objectives stress vector control programs, air quality control, an adequate supply and quality of drinking water, and establishment of acceptable noise limits. Vector control should be integrated into the housing inspection program of the City. The level of air quality should be such as to protect against health hazards, allow economic development consistent with the use of air for environmental health.

10. Citizen Participation

Finally, a goal seeks to involve Pittsburg residents in the decision-making process that affects their environment by providing for citizen participation in all aspects of City plans and programs. The objectives seek citizen involvement in the development and implementation of the General Plan, citizen education programs, public relations campaign, citizen advisory groups, and education of City staff in their responsibilities to citizen groups.

The objectives recommend fullest citizen involvement in the planning, review and implementation of the General Plan. To help residents become more effective participants in City government, there is a need for conferences, workshops and training programs. To keep Pittsburg citizens informed about plans and programs, use should be made of new media and neighborhood meetings.

11. Other Sources of Policies

City staff has reviewed with the City Council the capital improvement programs being undertaken, from time to time. Sources of financing are identified as are limitations and restrictions of use. The staff recommends priorities for City Council consideration based on citizen input, legal deadlines, weather and other constraints. The City Council, by informal recommendation or resolution, may establish priorities for staff action. The City Council may also amend the CD Program in the course of the year. In addition to these directives, the annual budget becomes the guiding policy for programs and projects.

E. Policies Supporting The CD Program

The CD projects and programs now undertaken and those proposed for the Second Year Program reflect the recommendations of the community and the CAC, and the final decision of the City Council. The relationship of the CD projects and programs to City goals and objectives is shown below. Goals and objective numbers refer to their full text in Policy Guidelines for the Community Goals Document.

CD ACTIVITIES

CITY POLICY GOALS/OBJECTIVES

- | | |
|--|---|
| 1. Community Health Services | 1. <u>Community Health Services</u>
See goal and objectives 1-5 |
| | 2. <u>Citizen Participation</u>
See goal |
| 2. Police Community Relations Unit (PCRU) | 3. <u>Government Facilities and Services</u>
See goal
<u>Human Resources Development</u>
See goal and object. 2,6,7 |
| 3. Pittsburgh Economic and Housing Development Corporation | 3. <u>Land Use</u>
See object. 5,6,7,9,11,12
<u>Housing</u>
See object. 4,5,7,9,11,12
<u>Human Resources Development</u>
See object. 3,4
<u>Government Facilities & Services</u>
See object. 6
<u>Citizen Participation</u>
See goal |
| 4. Manpower | 4. <u>Government Facilities & Services</u>
See object. 2
<u>Human Resources Development</u>
See object. 3,5,6,7
<u>Citizen Participation</u>
See goal |
| 5. Recreation | 5. <u>Parks and Recreation</u>
See goal, object. 4
<u>Human Resources Development</u>
See goal, object. 2,5,6,7
<u>Citizen Participation</u>
See goal, object. 4 |
| 6. CD Administration | 6. <u>Government Facilities & Services</u>
See object. 1-6
<u>Citizen Participation</u>
See goal, object. 1-6 |

CD ACTIVITIES

7. Beautification
 - Medians
 - Civic Center
 - Railroad Avenue
8. Street Widening
9. Parks
 - Stoneman East
 - Stoneman West
 - Kaufman and Broad
 - Woodland Hills
 - Buchanan Park and Pool
 - St. Peter Martyr Park & Pool
 - City Park & Girl Scout House
10. Del Monte Center
11. Redevelopment Areas 1 and 2
12. Water Plant Expansion

CITY POLICY GOALS/OBJECTIVES

7. Community Design
 - See goal, object. 4,5,8,9
8. Circulation and Transportation
 - See object. 3,5,7
9. Parks and Recreation
 - See goal, object. 1,2,3
 - Community Design
 - See goal, object. 2,5,7,9
 - Citizen Participation
 - See goal
 - Government Facilities & Services
 - See goal, object. 2
10. Government Facilities & Services
 - See goal, object. 2
 - Parks and Recreation
 - See goal
 - Community Design
 - See goal, object. 2,5
 - Human Resources Development
 - See goal, object. 6,7
 - Citizen Participation
 - See goal
11. Land Use
 - See goal and object. 4,7
 - Government Facilities & Services
 - See goal, object. 5
 - Housing
 - See goal, object. 1,4,5,10
 - Community Design
 - See goal
 - Human Resources Development
 - See object. 3
 - Citizen Participation
 - See goal
12. Government Facilities & Services
 - See goal, object. 1

All of the first and second year CD projects relate directly to City needs and policy. There are diverse programs for job training, health, recreation and community relations. The physical projects are improving community health, safety and appearance.

Some programs not mentioned here because they are not funded through the CD Program, are also under way and within the purview of the City Policy Document. The most notable is the Marina Development. Another development, the Stoneman Industrial Park, is also continuing through the particular efforts of PEHDC.

V. FORMS OF CITIZEN PARTICIPATION

A. Introduction

The primary tasks of the Community Advisory Committee are:

- To provide education to the public and to the City Council
- To make recommendations to the City Council and other local governmental agencies
- To serve as liaison between residents and local governmental agencies on items that reflect the quality of life in urban Pittsburgh

As a condition of the Community Development Block Grant Program, HUD requires citizen input during the process. HUD does not stipulate the kind and type of citizen participation needed in the Program. However, they do require assurances that there has been opportunity for citizen input.

The Community Advisory Committee, as organized under the current by-laws, consists of 21 members residing in the City of Pittsburgh and the El Pueblo housing project. Six members are elected from the six neighborhoods; five are appointed by five individual City councilmen; and ten are appointed by designated organizations. The City Council has recently considered a resolution pertaining to the composition of the CAC. The district representation will be expanded to include a total of nine districts, five Council appointees and fifteen from organizations for a total of 29 persons.

The CAC is a formal group to advise the City Council on matters such as the Community Development Program Application. As part of the CD program, the CAC monitors the progress of activities supported by CD funds. This also brings the Committee into informal contact with the execution of various programs and projects conducted by other community agencies.

B. Evolution of the CAC

The Citizens Advisory Committee (CAC) evolved from citizen committees required by HUD as part of the Model Cities Program. Under Model Cities, the role of the citizens organization was that of advisor, policy-maker, advocate and monitor of specific programs deliberately aimed to improve the lot of the disadvantaged in the area north of the Freeway. In addition, the citizens organization then had greater fiscal control than it does in serving in the present advisory capacity.

The CAC examines a variety of needs and reports directly to the City Council. The Community Block Grant Program has different objectives and suggests a different kind of representation than that required to serve the Model Cities Program. The CDBG focuses

only partly on the social needs of the poor, and emphasizes physical development and improvement areas where the disadvantaged reside. (The disadvantaged include minorities, large families, female head of household, handicapped, aged and unemployed. Model Cities monies ended in 1975.) Pittsburg's status as a "hold harmless" city will allow it to receive funds for service programs to continue to September 30, 1977. Eligible software or service programs must be related to a CD hardware project after March 1977. It may be possible to continue to offer services in areas where there is no other agency or means to obtain a service.

The Community Block Grant Program is based on goals and objectives set for the three-year period beginning in 1974. The CAC made recommendations to the City Council which were incorporated into the final Application. Subsequently, the goals and objectives have been set for succeeding applications. These goals and objectives are examined annually and may be modified, but the major citizen contribution has already been made with the first Application. Some members may have a reduced interest in the activities of the CAC because they feel the major task of the organization has been achieved. Others in the organization wonder what their continuing role is since it differs from the one that they had under Model Cities.

Unlike the Model Cities Program, the City Council is solely responsible for the distribution of funds and the final selection of programs and projects. The citizen component is required, but participation is advisory. Citizen groups may suggest, advise, look, listen and interpret. It is not the function of the citizen groups to assign the programs, fix budgets or legislate programs.

Election of representatives to the Committee carries the connotation of advocate and representative. This was a part of the Model Cities Program, and it is probably difficult to separate this concept, although election is not the only selection process. The more formal the election procedure, the more importance the community tends to give to this type of representation. It is significant that there has been relatively little competition for the seats on the Committee.

The first CAC Board was elected in 1974. At that time, one Census Tract produced three candidates for a seat on the Board. In two tracts there were single candidates, and in two other tracts no candidates filed for the election. The City Council appointed representatives to the CAC from those tracts where there were no candidates.

According to articles appearing the Post Dispatch in December 1975, There has been very little enthusiasm in the City for filing for seats on the CAC. As of December 23, 1975, no candidates had filed papers to run for office, although three persons did take out papers.

Subsequently according to the City Clerk, four persons did file on the deadline date of December 24, 1975. Two of the candidates were from the same tract. This tract has such a large population that the City Council divided the tract into two. Since the two candidates lived on opposite ends of the tract, they ran for their seats unopposed. The other two candidates also ran unopposed. The other two candidates also ran unopposed. There were no candidates from three other tracts. Only one of the four candidates in 1975 was not an incumbent.

The election process is currently carried on at the same time as the Council elections, and consequently reduces some of the costs involved in elections. However, it should be borne in mind that representation by election may involve additional costs in campaigning, nominations and possible run-off elections. Some community spokesmen cannot afford these costs in time and/or money. Other people are loath to subject themselves to the campaign and formal election process. The lack of competition in the last election may indicate the broad representation sought is not being achieved.

C. Composition of the CAC

In the short period of time that Model Cities and Community Development Block Grants have been in operation, many social and economic changes have occurred. These will affect, and have affected programs and budget. It becomes increasingly apparent that government programs alone will not respond to the needs of the community. Consequently, it is imperative that the makeup of the CAC be diverse, energetic and imaginative. One of the roles of the CAC is to inform the community of potential needs as well as to refer their recommendations to the City Council. It is highly desirable that members of the Committee communicate with, as well as represent, property owners, business people, homeowners and tenants, on the physical, social and economic needs of the community. Citizens, labor representatives and youth councils all have something to offer.

Since every portion of the City has community development needs of social, economic and physical development characteristics, careful attention should be given to possibilities of all kinds of representation:

1. Neighborhoods
2. Disadvantaged groups
3. "Doers" such as real estate developers, industrialists, social service organizations and service groups.

4. Existing City boards and commissions, including the Planning Department, the Planning Commission, Park and Recreation Commission, the Board of Education, the PTA's, Human Relations Commission and the Los Medanos Community Hospital District. *

The larger the group, the more opportunity for diversity of input, but too large a group may prove to be unwieldy. A sub-committee structure will permit more active discussion and participation. A smaller group may act more quickly and can be assembled more easily. However, the fewer people will each have more work. One of the problems of a citizen participation program is that knowledgeable and active people in the community may not have the time to devote to such an organization for a prolonged period of time. It would be desirable that a method be found to harness the energy, interest and valuable contributions of such persons. Potential participants who are active, may be willing to give a block of their time in a concentrated period of time for such as two or three months, rather than a year or two. It may be that they could be invited to attend meetings of the CAC or form a special task force to the Committee or the Council, which would entail only a short period of time, but would give both the City and the residents the benefit of their interest and knowledge.

One group that has functioned in this capacity is represented in the Mayor's Task Force, whose recommendations have been indeed integrated into the Community Development Application. However, what is also needed are representatives from special interest groups such as the elderly, the handicapped and the improvement associations representing the neighborhoods throughout the City.

The problems of the Central Business District are serious. It may well be that one representative from the downtown merchant association cannot fully interpret the needs of the CBD. The high unemployment rate currently prevalent in the City of Pittsburgh, makes it important that potential industrial and commercial employers be represented in a group recommending community projects.

The CAC is composed of persons who are residents of the City of Pittsburgh, according to provisions of the by-laws. It has long been a tradition for many cities to exclude non-residents from participation in agencies and commissions. There is no legal requirement for residency by either the state or federal government. The effect of excluding non-residents from participation, is to frequently exclude what Professor William Alonzo of U.C. Berkeley calls the "daytime" population of the City. This excludes business and professional

* Care should be taken that conflict over jurisdiction does not arise with such groups. This may be avoided with some kind of liaison.

people, property-owners, employees and volunteers who participate in the social and economic life of the community, and who contribute to the tax base of the City. It also excludes people whose children are in Pittsburg schools and who may shop in Pittsburg. There is a need to obtain some representation from these unrepresented groups who in many ways, may help achieve the goals and objectives of the CD Plan.

A broad citizen approach to Community Development is desirable since the allocation of funds is for programs and projects that affect the City and the disadvantaged. However, another level of citizen participation is needed on the neighborhood level. This is the level where homeowner and neighborhood groups need to discuss and work out local problems or undertake a project. Some neighborhoods are more cohesive than others. Some are loosely organized around a school. Some may not have any organization because of their layout, low percentage of home ownership or transient population.

However, a neighborhood needs the opportunity to be heard. Neighborhood meetings and resident input will improve local projects. Neighborhood residents are familiar with local needs, desires and habits. Local participation can prevent City staff from making costly errors in programs and projects. Further, neighborhood residents can also provide enthusiasm and support to make other programs possible that are not within the City budget. The question of neighborhood organization and input is mentioned here only in passing. However, the consultants wish to emphasize its place in the various levels of citizen participation in the City.

D. CAC Role

Citizen advisory bodies, by their very nature, are concerned that they are playing a needed role in decision-making. They are not pleased when their advice is disregarded. The morale of the group is directly related to their effectiveness. A clue to a committee's morale is the attendance record, the activities undertaken and the recommendations made.

It is up to the City Council to delineate the purpose of an advisory group and to provide directives that will shape their role and recommendations. This will save much soul searching, frustration and energy. What will the group do? What will be its function? Whom will it represent? Will it suggest broad policy and goals? Or conversely, will it make program and project recommendations? Will it act as policeman and monitor all aspects of a program including expenditures, or is only overall progress to be reviewed? Are the assignments to be short-term, single-purpose in nature? Are the assignments to deal with a phase of public activity geared to long-term involvement?

Some of the questions may only be answered in a limited way initially. The Council may be considering citizen participation as a long-range issue, but they must take a shorter view and appoint a Committee to comply with a government regulation. There is no reason why the shorter range program must prevail. Government grants change in nature and scope. The City is still faced with responding to the needs of its people and has the prerogative to modify the citizen input component, as programs and the City's needs change.

E. CAC Assessment of Its Role

In August 1975, the Citizens Advisory Committee met to consider the organizational problems facing it. * The Committee discussed problems, contributing factors, and alternative solutions to problems. The problems involve clarifying the role of the CAC, the role of staff and the lack of effectiveness of the CAC. Contributing factors as seen by the CAC stem from the change from the required role in the Model Cities Program, to an advisory role in the Community Development Program. Possible solutions include a broadening role for the CAC in advising the City Council, and expanding the membership of the CAC according to the Committee's recommendation.

In examining its place in the community, the CAC feels its present structure is not representative or conducive to general community participation. It recognized that its organization is based on the Model Cities Commission which had different responsibilities. Among the possible solutions, the Reorganization Committee saw a need for broader membership, more opportunity for community participation, and inclusion of the new residential areas. The diversity in size of Census Tracts had resulted in unequal representation, so reapportionment or use of district representation might be considered. Other alternatives include:

- Elimination of elections and organizational representation
- Reconsideration of makeup of group representation taking into account ethnic, age and socio-economic factors
- Use of applications and other means of recruitment
- Employing a screening committee to recommend candidates to the Council

The CAC sees as a problem that its functions have been tied to specific funding sources, rather than considerations of general City needs. Contributing factors were the difference in roles and responsibilities under Model Cities and under the Community Block Grant Program. Under the former program, the citizen structure

* The meeting was held August 12, 1975 and was summarized in a Memorandum to the CAC Reorganizing Committee, by Lillian J. Pride, Community Development Coordinator, and dated August 18, 1975.

was required and the responsibilities were specific. By contrast, the Community Block Grant Program stresses citizen involvement in planning and developing the application. As possible solutions, the CAC discussed consideration of the group as a City Commission. It might have a role in the City's planning processes through the Community Development Department. Members of the Committee expressed concern that its role include private sector and private development concerns, and that the Committee should exchange views with other commissions.

In the staff summary of the citizens meeting, the lack of definition of the role of the CAC is presented as a problem. The CAC sees indecision and lack of information about its role. There does not appear to be any decision by the City Council of the CAC's role. Should the role be that of advocate, advisor or policy-maker? Among the alternative solutions suggested is that the CAC should decide what role it wants; the City Council should issue guidelines; and the CAC should be advisory to both the Council and the community. The Reorganizing Committee of the CAC considers as a problem the ineffective use of staff. It is apparent that staff responsibilities have changed since Model Cities; personnel have changed and staff assignments have changed. The possible solutions discussed were 1) that all City departments should be included as staff resources, or 2) there should be a staff functioning in the same manner as other commissions.

The CAC community and neighborhood meetings were considered ineffective. Contributing factors to the problem have the manner in which the meetings have been set up, the lack of focus of the meetings and the lack of involvement by the community. Alternative solutions suggested that the meetings focus on specific issues, use of other forms of communication such as questionnaires and telephone surveys, and publicizing results of actions taken on recommendations.

According to the CAC, task forces have been ineffective. Contributing problems have been lack of involvement by CAC members and by the community. As alternative solutions, CAC suggests keeping the task force structure and making provision for open-ended participation; eliminate the task force structure; holding task force meetings and also breaking up into small groups; or organizing the task force structure around elements of the General Plan.

Finally, the CAC does not see itself as being effective as a communication medium. Contributing factors include negative press coverage and a lack of information on pertinent issues. Alternatives suggested include 1) provide information to the City Council to use in decision-making, and 2) enlist the aid of the newspaper for more positive press coverage.

F. Staff Support to Citizen Groups

The role of City staff is rarely discussed in relationship to citizen participation in government. This service is expensive. Citizen groups such as commissions, task forces and other ad-hoc bodies need to be provided with information, secretarial assistance and technical support. Without this kind of support, the group cannot effectively carry out its task. Labor regulations make the cost of overtime prohibitive. For the governmental jurisdiction, it means overtime or compensatory time-off, or hiring additional staff, since most of the meetings are held in the evening.

The staff must, in one capacity or another, undertake research, make analyses, present the facts and findings. The staff assembles, reproduces and conveys materials to the citizen group. They must prepare for the meetings in order to answer questions from the group. Secretarial assistance is needed to record the group's deliberations. The process of preparation is the same for notification of a commission meeting or of an open public meeting.

The staffing of citizen groups usually is the job of the project director. In many instances, the same staff may serve several bodies and be available to attend other meetings which may conflict as to time and even purpose. It is considered to be "part of the job". Periodically however, it should all be examined, costs and benefits, overtime and effective use of time, staff costs and the operating budget.

There are many benefits to be derived from citizen participation. The value of the advice and service by these groups is considerable. Nevertheless, to get the most from both citizens and staff, they must be employed judiciously. Some cities have further supplemented or replaced the meeting as the sole source of citizen input, by substituting interviews, surveys and questionnaires distributed by mail, staff or volunteers. They are using newspapers, direct mailing and TV to make information available to the public. These techniques are not necessarily less costly or more productive. They should be considered in the framework of the purpose of the project being undertaken.

G. Suggested Committee Structures

The various committee structures are presented here for consideration. They do not represent the consultant's preferences in order of presentation, but alternate ways of achieving citizen participation.

The alternatives presented below represent committee structures whose purposes vary. The short-term committee is best suited for one major task, such as review of staff information and recommendations bearing

on the CD Application or suggested solutions to known problems. A large diverse committee can examine the many phases of City activities and suggest priorities. Or it can act as a sounding board to suggest long-range goals. A task force organization may provide greater in-depth study of problems and suggest possible solutions. A group composed of representatives from organizations may promote liaison and coordination. Representatives must be free to vote in committee or this type of organization will be too cumbersome to be effective. Some citizen input may be a routine function of an ongoing commission or agency.

1. Alternate A

The Council appoints the following membership to an advisory board:

- a. Representatives from existing boards and agencies within the City. This includes such groups as the Planning Commission, Human Relations Commission, Board of Education and Hospital District.
- b. A representative from each of the neighborhoods.
- c. A representative from selected organizations, 10 to 15 in number.
- d. Five Citizens-at-large.

Advantages: All public policy-making boards within the City are represented to promote liaison. There is a direct representation from each neighborhood. Organizations concerned with social, economic and physical development of the City are represented. The Council benefits from the citizen input by additional representation to the body which may number 29 - 33 members.

Disadvantages: The group will require a division into committees in order to work more effectively. Neighborhoods south of the freeway tend to be underrepresented, unless representation of districts is based on population. Organizations may include members who reside outside of the City of Pittsburgh, and are not now permitted to serve.

2. Alternate B

Each agency or commission of the City, the School District and the Hospital District recommends a nominee to the Council. These nominees are confirmed by the Council. The Council adds five to ten members to this group from the City-at-large.

Advantages: The small group can easily decide upon meeting times, methods of procedure and bring together required information

for decision-making. The group may invite or visit agencies and departments who may participate in the CD programs. Representatives are concerned with the City-at-large and do not confine their views to restricted areas.

Disadvantages: Disadvantaged groups of the City may not be specifically represented. Organizations in the City are not officially represented.

3. Alternate C

By informal elections, each neighborhood elects a representative to the CAC. These elections are to take place annually in each neighborhood at open meetings. Two appointees are named by each Council member. The Council also names a short-term ad-hoc task force for each major area of concern in Community Development, such as housing, recreation, public works, health and special needs. Each task force is composed of from five to seven members and is chaired by a committee member.

Advantages: Neighborhoods have an opportunity to select a representative. Elected representatives do not go through a campaign or formal election process, requiring filing and qualification statements. Enlarged membership permits wide participation and community representation on both a general and specialized basis.

Disadvantages: Popularly elected representatives may not necessarily do the work required of them on a working committee. The ad-hoc body is not interested in participating on a year-round basis on the committee. There is no liaison with existing boards and agencies operating in the City.

4. Alternate D

The City Council names an existing board or commission, such as the Planning Commission to be the citizens advisory committee. They may operate either through open meetings, inviting representatives of the City departments and interested citizens to participate, or developing a series of study task forces.

Advantages: The Committee is able to develop a Community Development program based on needs and policies outlined in officially adopted reports and plans of the City. An existing organization is familiar with the intricacies of holding various open meetings, public hearings, and utilizing other sources of funding to maximize the benefits of Community Development Block Grants.

Disadvantages: An existing organization may be burdened with additional work. Broad citizen participation may be reduced as representatives may lack diversity of economic and social makeup.

5. Alternate E

The City Council appoints ten citizens to assist in developing and reviewing the CD Program and Application.

Advantages: The work of the committee is clearly defined. Their period of service is condensed. Demands upon time of City staff are minimal and costs of administration are reduced.

Disadvantages: Citizen participation in the Community Development is prescribed. There is no continual citizen monitoring of the Revenue Sharing Program throughout the year.

6. Alternate F

In concert with all departments of the City, all advisory bodies are dissolved. The Council names an advisory pool of up to 40 to 50 people. Some are knowledgeable in certain areas such as building, real estate, health, law, government; some are consumers; some are representatives of the concerned citizens. Advisors selected from this pool are available for advice by staff or the City Council for concentrated limited periods, e.g. 3 months, or 3 meetings. The members of the pool are appointed to be available for a period not to exceed two or three years. The expertise and advice is available to a department upon request to the City Manager.

Advantages: Citizens serve only upon request and no unnecessary demands are made on their time. Assignments are of limited duration. Staff time and related expenses are conserved by not planning or holding unnecessary meetings. Both citizens and staff feel that their assignments are meaningful and needed. Rotating requests increases citizen awareness of the variety of problems and needs facing the City. Staff time and expenses are conserved.

Disadvantages: There is no prolonged wide citizen input into programs over a period of time. There may not be a special effort to seek input from the disadvantaged.

7. Alternate G

The present form of the CAC continues. The Council names an advisory pool of 40 to 50 people who are knowledgeable in some areas of community concern such as health, building, real estate, recreation, etc., as suggested in Alternate F. Advisors selected from this pool are available for service on task forces with the CAC members. Their participation will be for a specific purpose. While these appointees may serve terms of

one or two years, their service on a project may be of shorter and more concentrated duration. Unlike the CAC members, residency is not a requirement.

Advantages: Present CAC membership and organization is retained. Broader participation and expertise in problem areas is obtained. Assignments from the pool are clearly defined as to purpose and estimated time. Rotation of assignments makes citizens aware of the variety of problems and needs facing the City.

Disadvantages: The CAC role in the community is not clearly defined. The need to serve on task forces places additional demands on CAC. The citizen pool may not consider it adequately prestigious to be assigned to serve the CAC task forces. A task force report gets filtered through the CAC before going to the Council or another commission. The need to serve more citizen groups, i.e. task forces, places greater demands on staff time and related services.

H. Conclusion

Citizen participation in local government is a valuable asset to legislators and administrators. It provides advice, assistance and direction. It can criticize, express indignation and make demands. However, no matter who makes up a citizen group, it provides only the views of those participants, whose judgment is not infallible. Citizen input is particularly helpful when there is a new project, when there is enthusiasm and opportunity for change. Some of the most effective committees are those set up for a single purpose, and then disbanded. Sometimes the most effective citizen action comes from outside the governmental structure. Certainly committee structure should be examined periodically to see if its purposes, functions and effectiveness continue to be valid.

Any solution that is chosen will have some difficulties that are seen only as the arrangement is tried in action. Commitment to a structure for citizen participation coupled with regular evaluation of its effectiveness, will help the community evolve toward a most workable solution.

VI. ENCOURAGING PRIVATE INVESTMENT IN PITTSBURG

A. Introduction

The City is taking steps to reduce some of the adverse influences on its image and thus to improve its desirability for private investment. For example, the waterfront already has a newly developed park and the Marina development is proceeding. City Park and the Civic Center are being improved. Plans are proceeding for Buchanan and St. Peter Martyr Parks. While plans are not visible improvements, they are the first step in developing new facilities.

Along with improving physical facilities, the City has provided or is making possible social services for the community, with special emphasis on the elderly and youth. The Department of Leisure Services has developed organized recreation programs based on advice by interested participants, particularly in the neighborhoods of special needs, by the low income residents. The installation of lights in City Park makes possible greater use of the ball field by City youth. Senior activities are well underway in the new Senior Center. These are all examples of the City moving to dissipate adverse images. The City is looking for development which will contribute positively to its campaign for an improved image and managed growth. It has taken many strides to improve the City appearance and provide community facilities. The need now is to add the contribution of private development.

All sectors of the community must help in planning for development. Neither the tenant, landowner, businessman or homeowner should be excluded from contribution. All these persons can then help sell developers and property owners on carrying out the plans for City improvement.

With the changing funding of federal programs, communities must look for new ways to accomplish rehabilitation and renewal of the older portions of the City. This means the lending institutions must share in planning and financing of development. Local resources must play a greater role in financing and developing.

B. Cooperation

The greatest portion of urban development must of necessity be carried out by private enterprise. The people of the City, its residents, property owners and business people should be encouraged in preparing plans for the City. Each group has a vital contribution to make. In many communities in recent years, there has been a tendency to ignore the importance of input into planning by non-residents. The result has been an increasing tendency to ignore the contribution of that element of the community that may make the plans come true.

Local development is based on the confidence of the many diverse interests that make up the community. The community is not limited to residents and home owners. It is made up of rich and poor, owner and tenant, resident and non-resident. Each must respect the goals and needs of the other. Each sector of the community makes both a contribution and a charge for its presence by contributing taxes and participation, and by requiring services such as fire, schools, water and sewers.

The houses, offices, stores and factories represent the investment of many interests of the community. It is not only the property owners who made it come about, but bankers, builders, suppliers, consumers and basically the people of the City and their elected representatives.

The community development plans have a better chance to be carried out when all elements of the community participate in the planning and execution. The participation pendulum has swung wide in recent years excluding some, and including other interests of the community. All must come together in order to move ahead. These include: Home owners, tenants associations, realtors, industrialists, storekeepers, bankers, union representatives, etc. Every group must be involved in development and community improvement if it is to succeed.

An example of private initiative and public cooperation was evident in the Central Business District Several years ago. * The property owners modernized the store fronts along a block and planted trees. A private concern experimented with new paving matter. When this courageous effort proved unsuccessful, the City cooperated by repaving the street. The concept of such joint participation is to be encouraged. Unfortunately in this case, the properties were vacated as business continued to decline. It is interesting to speculate on what might have happened with greater cooperation and participation. The concept of cooperation must also be applied to neighborhoods in need of conservation and rehabilitation measures.

A common way of reducing neighborhood problems is through peer pressure. Residents discuss, cajole, and cooperate in the removal of a nuisance or an eyesore. This technique is also applied to reduce neighborhood tensions or to obtain some action from the City. Peer pressure is most effective within a block or neighborhood and can be particularly effective in a "clean-up" campaign, improving appearance and cosmetic touches. Similarly, painting a house, storefront or industrial building will encourage neighbors to do the same. This technique has had some interesting results among the oil companies in Richmond, and might be used to advantage in the Pittsburgh area.

* Reported in the Pittsburgh Post Dispatch, December 19, 1962

C. City Actions

1. Public Improvements

Direct improvement actions by the City can assist private development and rehabilitation activity. This may include resurfacing streets; new curbs, gutters and sidewalks; improved lighting; tree planting and the furnishing of parks and playgrounds. In both the general City capital improvement program and the community development program, there must be consideration of the timing and staging of planning and development. Public expenditures must be closely related to needs, plans and income. All elements of the municipal economy support each other. However, some categories of programs and projects must be given priority because of needs or appeal. This flexibility is possible when related to resources and an overall plan.

It is necessary for the City to develop a Growth Management Plan which will relate the needs for utilities and services for the renewal areas to budget and funds. These installations should be coordinated with a promotion program. In this way, potential developers and investors may do their fiscal planning to obtain needed loan commitments at the most favorable rates possible.

The City should examine its codes and ordinances as they apply to the CBD and adjacent areas. What incentives are being offered to keep existing occupants and proposed developers? What are the incentives to encourage quality rehabilitation and new construction? These require that zoning provisions be examined for possible incentive bonuses, increased densities and intensities of use. These could be based on the provision of malls, plazas and other amenities which encourage foot traffic, easy circulation and provide access to views. Residential developments that provide recreation facilities such as tennis courts, swimming pools and saunas could have a higher density or reduced open space requirement.

2. Promotion

It is anticipated that the development of the Marina will bring people to the waterfront as it has in places such as Oakland, Emerville, Rio Vista, Bethel Island and Three Mile Slough. Further, the development of the waterfront will bring both residents and tourists through the CBD and adjacent neighborhoods. The many public facilities scattered throughout the CBD bring some people into the area. Other activities could be programmed to bring people downtown. These include festivals, fairs and arts and crafts shows held on the vacant land or in some of the vacant structures. Schools could bring in exhibits of student work. Fraternal and business associations could hold meetings and displays. Prizes could be awarded for the most interesting

or educational display. Flower and garden shows, boat shows and home improvement shows will help stir interest in bringing people to the CBD and Marina. Initiative and imagination are required to take advantage of an attractive natural and man-made setting.

As the Marina develops, a new market will open for goods and services related to boating and fishing. Now is the time to start calling attention to the opportunity for these services through a public information campaign involving newspapers, journals, magazines, radio and TV, as well as realtors and financial institutions. Such promotion could be initiated here with major roles undertaken by the Chamber of Commerce, the Board of Realtors and other related groups. In addition, the expanse of vacant land in the redevelopment areas will allow for new land uses. The availability of these lands should be further publicized among realtors and investors through an active campaign.

The City can pursue the identification of opportunities and potentials that will benefit the City. A market analysis should be considered which will suggest new uses in the commercial and industrial areas. If neither the County nor ABAG provide the services, the City should make a housing market analysis for the Pittsburg area available to builders and investors.

The rehabilitation of older buildings and conversion into new uses should be explored, especially in the CBD. For example, substantial buildings may be altered to contain arcades, galleries of shops and services. An old office building might be converted into apartments. New uses for old buildings have revitalized structures across the country and may do the same in Pittsburg.

3. Rehabilitation

In the matter of providing rehabilitation assistance, Pittsburg had one of the earliest and best federal code enforcement programs in the state. To this day, it is a program that is enthusiastically remembered. It was however, a very expensive program which will have to be modified if it is to be revived in any form. In addition, there is a need to provide assistance to small property owners and business people to upgrade commercial structures that might be rehabilitated and preserved. Some of the plans for commercial rehabilitation had already been approved by the downtown merchants, before federal funds for this purpose were cut off. To accomplish rehabilitation, there needs to be extensive program planning and administrative preparation. Codes and ordinances setting standards must be translated into language understandable by lay persons. Small property owners need technical assistance to develop improvement plans that meet code standards. This is an opportunity to use publicly supported technical assistance and/or assis-

tance from architects and engineers at minimal fees.

PEHDC has had excellent experience in the "packaging" of loan applications. It is a service that should be continued and further publicized. The problems of filling out applications seem almost insurmountable to the small homeowner or businessman.

The City may consider setting up a program offering financial assistance to persons who do not qualify for conventional loans. This should be a revolving fund if possible, so as to assist the greatest number of persons. If the federal or state government do not make possible low-interest loans for rehabilitation by small businesses, the City or PEHDC, together with the Chamber of Commerce might move in this direction. Combining of private donations, foundation grants and possible bank loans could provide a fund to encourage private rehabilitation of some of the brick structures in downtown Pittsburg.

However, possibly more important, is setting the tone with Pittsburg's lending institutions to make loans to property and business owners in the City. There is no doubt that the current recession reduced lending within the City. The fact that the City is increasing in population shows it is a vital and active community. The needs for goods and services are increasing. There must be representatives from lending institutions involved in the planning of both public and private programs for development.

4. Funding Sources

To carry out the funding of some of the public program and to encourage community development, the following sources of funds are suggested.

- a. Community Development Revenue Sharing Title I of the Housing and Community Development Act of 1974 provides for the planning of a six-year program but has so far only provided financing for three years. This program replaces the numerous categorical (special-purpose) grants previously authorized under former legislation. The City of Pittsburg is starting its second year under this program, reported in this document.
- b. General Revenue Sharing This federal program that started in 1972, will be expiring in 1976 unless it is extended by Congress. The law permits funds to be spent for maintenance and operating expenses, public safety, environmental protection, public transportation, health, recreation, social services, financial administration and libraries. Funds may be expended for capital improvements that are considered "ordinary and necessary".

- c. Comprehensive Employment Training Act (CETA), Economic Development Association (EDA) and Related Programs The federal government has been funding programs to promote job training and economic development in communities with high unemployment. These programs provide a way of increasing skills and the labor pool for employment potential. A variety of EDA programs are geared to provide for public works projects intended to improve opportunities for business or industrial development, or assist in the creation of employment for the unemployed or persons with low income.
- d. PEHDC In Pittsburg, PEHDC is a non-profit agency with the power to contract debts and build and sell properties. It was started under Model Cities to promote local economic opportunity. It receives monies from the City and from repayment of developed housing and industrial plants.
- e. Loan Notes and Bonds New sources of funding for community development should be explored through the use of revenue bonds, tax increment bonds and short-term notes. This kind of financing requires judicious use. Recently special insurance has become available as a guarantee for bonds. There may be some reluctance to insure tax increment bonds, a relatively new way of financing development in states other than California. However, the more bonds outstanding in a community, the greater the risk to an investor. Consequently interest rates and discount rates may increase.
- f. Gas Tax Monies Tax revenues from the sale of gasoline are returned to the City on a formula based on population. These funds may be used for the construction, reconstruction and maintenance of designated streets.
- g. Ad-Hoc Agencies Special agencies such as a redevelopment agency, housing authority, or parking authority may buy and sell land, issue bonds or under certain conditions, construct or rehabilitate public and private facilities such as housing, commercial and parking structures, and public facilities.
- h. Improvement Districts A series of statutes long used by cities, permits the establishment of Special Districts which permit special assessments for water, sewer and street facilities, undergrounding of utilities, building of malls, off-street parking facilities, etc.

D. Leveraging Public Investment

1. What, Why, How

Leveraging as applied to Community Development, is the use of government monies to induce additional spending, in order to

achieve a set goal or objective. In other words, for every dollar the City spends, it should promote the expenditure of two dollars from other sources. It may be another government source of funding; it may be private funding; or it may be some combination of government and private funding. The concept of leveraging is not new. It has long been used both by government and private enterprise through the use of grants, loans, and other types of financing.

Few governmental jurisdictions, and indeed it is a rare business, that are able to operate solely with cash funds and without borrowing. The use of a credit card, a bank loan, a bond or other fiscal device eases and expands spending. Needs, demands and aspirations necessitate new types or additional types of financing. The demands of governmental jurisdictions and private enterprise that call for supplementary sources and types of financing, may be caused by goals and objectives, emergencies, or unexpected opportunities.

When a consumer purchases an item and pays cash, there is no leverage in the use of the money. If a charge account is used to purchase the item, the consumer is leveraging use of the monies by delaying payment for a given period of time. When a community improves a street by resurfacing and tree planting, and in turn, the residents and property owners on the street paint up their houses and spruce up their lawns, the City has achieved leveraging. Additional money and energy have improved the appearance of the block. When the City expands its water supply to an area, and a private developer puts in water lines within the subdivision, extending them to the City lines, the combination of programs achieves leveraging. The Urban Renewal Programs that preceded the 1974 Community Development Block Grant legislation, combined both federal and local funds to clear slums. This is another type of leveraging. It is the desire of HUD that Community Development Block Grants be used to encourage leveraging of programs. The application for CD funds seeks to identify other funds to be used in order to achieve the goals and objectives set forth in the Community Development Plan.

2. Suggested Leveraging Programs

Leveraging is not new to Pittsburgh. As a community with limited resources and overwhelming needs, it has used many different sources of funds to carry out a project. State gas tax money, model Cities monies, urban renewal monies and other categorical grants have been supplemented by local bond issues, fees and general fund revenues to achieve the completion of projects. Some examples of leveraging and its uses are suggested below.

- a. Combining Funds Several current programs in Pittsburgh have combined different sources of funds. A prime example is money for the acquisition of land for park development

that has come to Pittsburg from state bond issues, supplemented with funds from Model Cities and community revenue sharing block grants. Other programs and projects may make use of monies from Law Enforcement Assistance Programs, general revenue sharing, Comprehensive Employment Training Act, and monies from the General Fund. The monies have been used to undertake such programs as police training and related special projects, improvement of streets, and improvement of community facilities.

- b. Matching Funds Some monies are granted by both governmental and private foundations, if they are matched according to some formula. The National Endowment for the Arts, and National Endowment for the Humanities make grants available when these monies are matched on a 50-50 basis. Bicentennial grants have been given for projects which are matched by the locality. Under previous programs, HUD paid two-thirds of the net project cost for urban renewal, code enforcement programs, and "701" planning projects. The local one-third share could be made up in terms of cash contributions or local services.
- c. Local Investment In some communities, the formation of underground utility districts has permitted the use of funds available to the community to underground utilities along major streets at no charge to the local community. However, this requires expenditures by the local property owners to connect the property to the underground utility lines. An example of this program is the undergrounding of utilities in the Civic Center area of Pittsburg.

In some communities, business and property owners in the Central Business District, or other business districts, have contributed funds for a planning program and minor improvement programs leading to the restoration and rehabilitation of that area. The use of special districts which tax local businesses benefiting from the improvements is another example.

- d. Upgrading Neighborhoods The use of neighborhood planning, development and refurbishing of parks and playgrounds, resurfacing of streets, installation of curbs, gutters and sidewalks, may encourage property owners to refurbish, conserve and rehabilitate their properties. Various public works projects have frequently resulted in home improvements on a volunteer basis. Consultation with residents and property owners has raised the level of confidence of property owners to warrant an improvement investment. The conservation and rehabilitation measures extend the life of the property and improve the City's tax base.

The Urban Reinvestment Task Force which works with the Home Owners Loan Bank Board and local financial institutions to

assist neighborhood groups in voluntary rehabilitation, is another way to encourage private investment in rehabilitation. The use of the Neighborhood Housing Program is a device for neighborhood revitalization by private groups with the counseling and assistance of the local governmental jurisdiction.

- e. Incentive Offering to Effect Improvement Pittsburgh has two very good examples of incentive offerings to effect improvement. PEHDC is assisting property owners of residential and commercial enterprises to apply for loans for home improvement and business development. Forms are filled out, regulations are interpreted, and questions are answered through the able assistance offered by the PEHDC staff. PEHDC is counseling property owners in order to avert foreclosure of homes purchased under the Section 235 Program.
- f. Use of Job Training to Effect Improvements It is possible to demonstrate by example what goes into the construction of a residence and how to effect repairs and rehabilitation and provide proper maintenance. With the assistance of schools, labor unions and building suppliers, this can be done most effectively on a demonstration basis, a one-time program. It can be used to induce home improvements in the community. A cooperative effort could include materials by local businesses and suppliers, the supervision of the job by union craftsmen, and the participation in the job by training classes in high school and junior college. Students can show how plans are developed, how they are read, and how they are carried out.
- g. Use of Monies for Rehabilitation HUD requires a Comprehensive Housing Assistance Program as part of the CD Program. There is relatively little concern on the part of HUD for how these programs will be financed. It is up to the local community to devise ways and means to encourage housing rehabilitation conservation and new construction.

In the past, the federal government has encouraged rehabilitation through Section 312 Loan Program, by making low interest loans available to low and moderate income families, and supplemented by small grants for very low income families through Section 115. Neither program is operative at the present time.

The FACE Program, (Federally Assisted Code Enforcement), required the participation of every property owner in an area. Assistance was given to qualified owners, but those with higher incomes had to use conventional and FHA loans from banking institutions, or their own savings.

In addition to conventional financing, a variety of arrangements can be made by communities desiring to encourage rehabilitation. These measures are becoming more necessary, as the availability of federal assistance has declined. Outright grants and various forms of loans can be made.

Where grants have been available, they are usually made to the elderly or destitute, or where an emergency repair is required for which there is no other way of financing the immediate need.

Loans are the method chosen more frequently. When a source of a loan fund is ultimately repaid directly, there is only unleveraged use of the money. But if a revolving loan fund can be established, a whole series of property owners can benefit, and contribute to the fund by the interest paid.

Some communities are setting up a loan fund which permits rehabilitation loans direct from the municipality at low interest rates, because the municipality is able to borrow money from banks at lower rates than commercial loans would cost.

Some communities use the rehabilitation monies as an insurance fund. The community becomes a local FHA, which insures a loan made by a private owner, and thus makes possible a conventional loan for someone who otherwise might not be eligible. The loans guaranteed are usually for limited amounts, and for a maximum term of years. The smaller the loan amount, the more loans can be made.

A city may, by insuring a bond issue, use its rehabilitation allocation from the CD Program for a bond issue up to ten times the amount of that allocation. Hence a \$25,000 insurance fund could set up a bond issue for \$250,000. The insurance is available from some insurance companies such as Municipal Bond Insurance Agency (MBIA), or the city can set up its own insurance fund. The leveraging effect in any of these programs becomes apparent since monies are repaid or expanded so that more people can participate in the program.

- h. Using Community Resources There are human resources which may be tapped in a community to support home improvement programs. In order to encourage private rehabilitation under a neighborhood program, a city may outfit a truck with appropriate tools which are made available to property owners and residents on a lending basis. The truck is staffed with retired persons residing in the city, who are available to advise users on the use of tools and techniques to accomplish a project.

Some communities have established a revolving fund for rehabilitation purposes by donations from local businesses and industry, whose interest in the improvement of sections of the city has been apparent by their civic leadership. Some communities have made use of the lease-purchase technique for such facilities as a City Hall. In Oakland, one of the industries has recently built a neighborhood community center which is now available to the City on a lease-purchase arrangement. In Pittsburg, Small World is a park which is being developed and furnished by contributions from civic organizations, businesses and interested citizens.

3. Leveraging Strategies for Major Areas of Need

The suggested leveraging programs may be used singly or in combination. For more effective use, these techniques should be employed where there is a likelihood that they will act as catalysts. This usually means action in those areas where there are organized groups who are in a position to collaborate on a program. For example, there may be homeowner groups who will do a neighborhood clean-up project. The Downtown Business Association helped develop the renewal plan.

Among the basic needs in the City of Pittsburg as delineated in the CDBG Application, are the needs for strengthening the City tax base, increased employment, increased housing supply, improving deteriorating neighborhoods and improving recreational opportunities. This suggests a wide range of activities, not all of which can be accommodated by the limited Community Development funds available. The more urgent areas of need are listed below.

- Waterfront Development
- Housing Rehabilitation
- Redevelopment Areas
- Central Business District Restoration and Renewal
- Clearance of Abutments in Stoneman Area

In each of these areas, there are objectives to be attained for the future vitality of the City. The chart below shows the possible leveraging strategies that may be employed to attain the objectives in the area of need.

USE OF LEVERAGE DEVICES IN MAJOR
AREAS OF NEED TO OBTAIN OBJECTIVE

<u>Area</u>	<u>Objective</u>	<u>Leverage Devices</u>	<u>Resource</u>
Waterfront	Attract private business	Beautify landscape	CETA, Revenue Sharing, Federal Jobs for Youth, Parks and Recreation Fund, General Fund, Rule 20 Fund
		Promotion	Chamber of Commerce, Downtown Business and Professional Association, Realtors
		Develop lease/purchase facilities	PEHDC, Port Authority, use of revenue bonds
Rehabilitation	Upgrade and conserve existing housing	Paving planting beautification	CDBG, Gas Tax monies, Revenue Sharing, General Fund
		Improvement loans, insurance	FHA Title I loans, State Finance Agency - Marks/Foran Bill, A.B. I, CDBG
		Revolving funds for loans, insurance	CDBG, General Obligation Bond Issue, foundation grant
Redevelopment Area	Attract developers for housing and business	Acquire and clear land. Install utilities and public facilities	CDBG, Tax Increment Notes and Bonds, Municipal Bond Insurance, Rule 20 Funds
		Promotion	Chamber of Commerce, PEHDC, realtors, Downtown Business and Professional Association
Central Business Restoration and Renewal	Retain present businesses, rehabilitate and improve designated buildings, attract new construction	Improve off-street parking, set up rehabilitation fund for non-residential uses, improve circulation, enhance area	CDBG, Parking and Business Improvement Law of 1965, Tax Increment Notes and Bonds, Parking Law of 1949, Gas Tax funds, Revenue Sharing, CETA, Rule 20 Funds, County Road Funds, EDA, Business Development Funds, State and Local Development Company loans
		Promotion	Chamber of Commerce, PEHDC, realtors, Downtown Business and Professional Association
Stoneman Area	Attract industry	Clear abutments	State Redevelopment Law, Nuisance Abatement, Assessment District, General Fund, CETA

VII. ALTERNATE PROJECTS

A. Introduction

The first application for Community Block Grant funds was based on "long-range goals" for a six year period, and "short-term objectives" for a three-year program. There has only been assurance of funds for three years under existing legislation. Should the program be extended, there may be a reduction in funds because the "hold harmless" provisions for communities having Model Cities and renewal programs will no longer apply.

While cities have planned their community development programs for the three-year and six-year period, several problems have become apparent. Inflation and increased costs have necessitated reduction in programs and projects. Through its regulations, HUD has increased restrictions on CD programs. It has alternately prohibited and permitted projects relating to water and sewer systems. HUD appears to be increasingly concerned with the Housing Assistance Plan. However, even with this display of concern, there is no effort to fully implement the various federal programs which would substantially assist local communities to carry out housing assistance plans.

The Federal Community Block Grant Program is only one source of funding. The City should have a list of programs and projects ready for consideration as potential alternative projects for community development and for other potential funding programs such as proposed federal and state legislation for public works. Some federal and state programs have made funds available for job training and services for the elderly and the disabled which may also provide funds for carrying out proposed City projects. Other legislation being proposed by the Administration includes HEW block grants for the many programs and services funded by HEW.

As new programs and funds become available, it is to the City's advantage to have prepared for such opportunities. Establishing a "needs list" can save time in responding, and can demonstrate that Pittsburg has thought through what its priorities are.

An example of such possible new funding, the State of California had funds authorized in 1975 legislation for rehabilitation and construction of low and moderate income housing, due to be released shortly. These funds may be further delayed pending resolution of problems raised by the California Supreme Court Decision in CHFA vs. Elliott, effectively requiring referenda on a broad range of housing assistance activities. As these funds become available, they will be limited, and will not be sufficient to respond to all the requests made in the State. The community that is prepared will be at an advantage for such monies. Another possibility looms then voters in California will consider a housing bond issue in November 1976.

B. Criteria for Alternate Projects

Each year the department directors and project directors should recommend to the Director of Community Development, a series of projects and programs for potential implementation in order to improve the quality of life in Pittsburgh. These recommendations should be reviewed and discussed by staff, the various commissions and the CAC. Priorities should be assigned and implemented as part of the Annual Budget Program, the Community Development Block Grant, or special funding sources that may become available.

A list of criteria for including projects and programs on a list of alternates follows. The project or program should:

- Carry out City Policies and Goals
- Be in conformity with the General Plan and its Elements
- Combine different sources of funding if possible. Cost estimates and revenue estimates should be realistic as to prevailing rates and sources
- Encourage activity by private enterprise
- Rapidly put local people to work
- Supplement but not replace a planned Capital Improvement Program
- Supplement or complement but not duplicate a service available elsewhere
- Eliminate blight or arrest neighborhood decline
- Improve the quality of life of the disadvantaged by upgrading living conditions, health level, educational and economic opportunity
- Be based on preliminary studies and plans which will reduce the lag time between appropriation and execution

The list of programs and projects should be developed and maintained by the Planning Division. It should be periodically reviewed and priorities set according to need, relevance and type of project. This list should also include types of projects that might be jointly carried out with other jurisdictions closely related in the area of service, such as the Hospital District, the Sanitary District and the School District.

C. Determining Priorities

The setting of priorities calls the attention of policy-makers and administrators to the needs which merit more immediate attention. The suggested criteria for setting priorities are flexible and may change. However, the screening of programs and projects based on these criteria will materially assist decision-makers to avoid costly errors and to consider alternate measures to achieve stated goals.

The priorities should be based on acceptable and realistic criteria. What may appear to be a desirable or popular project today, may

turn out to be costly to the City in the long run. For instance, a remote park may prove to be little used, highly subject to vandalism and hard to maintain; a recreation program may be ill-timed and poorly attended; and a housing scheme may prove to be too ambitious and exorbitant in cost.

The policy-makers, administrators, staff, and advisory committees may readily come up with lists of projects for community development based on desires, resources and needs. It is prudent to examine such lists using criteria to identify those which will best serve the people of the City.

A suggested list of criteria for setting priority follows:

- Funding
- Eligibility
- Governmental deadlines
- Urgency
- Need
 - Health
 - Welfare
 - Employment
 - Public Safety
- Citizen support
- Area to be benefited
- Relationship to economy
- Adequacy of existing facilities or service
- Cost - dollars, manpower
- Operating demands
- Maintenance demands

In Pittsburg, some of the programs that fall within the criteria and system of priorities, have been recommended for many years. Some are new. Some will emerge as the General Plan for Pittsburg is revised and additional plan elements approved. It is recommended that a comprehensive strategy for determining priorities and alternates be developed. The policies of the General Plan provide the framework for this strategy. Implementation of the Plan Elements will be carried out by projects and programs. Restrictions of loan and grant funds make it difficult to use some monies available through government grants. This calls for greater ingenuity in the raising and application of funds and the need to prepare a capital improvement program to which CD projects can be related.

These measures for guidance of priority-setting will help keep community development activity in motion to carry out the goals and objectives identified by the citizens of Pittsburg.

D. Priority Areas Needing Assistance

High unemployment, low family income and inadequate tax base make

improvement of the City's economy a critical need. It appears to be the consensus of Pittsburg citizens and officials that the future economic vitality of the City is dependent upon the Marina development. The commonly held view is that the expanded Marina and development of related facilities will bring people back to this once active area. If this is the case, then every effort should be made to hasten the completion of the project and improve its vicinity.

The CBD and the Stoneman Industrial Area are two major sources of potential employment. The CBD must be rehabilitated and new uses developed in the area. Existing plans should be re-evaluated and modified to meet new market requirements. Public improvements such as street widenings and reconstruction to improve accessibility should follow. Urban beautification, off-street parking and improved lighting are all needed.

The Stoneman Industrial Area is a mixed blessing to the City. It provides a well-located area which may provide sites for industrial and heavy commercial development with related employment. Development in the area is hampered by the concrete abutments which once served as supports for Camp Stoneman structures. It is the responsibility of the property owner to remove those abutments, but there has been great reluctance to remove them. It can only be assumed that the cost involved clearance and removal is still too great an expense for the owners.

If the guiding policy of the City is to improve the quality of life in Pittsburg, then a systematic program of encouraging housing conservation and rehabilitation should be undertaken. This calls for projects ranging from those that are not visible, to those that are visible and highly motivating. New water and sewer lines are needed in the older parts of the City; streets need reconstruction, and tree planting and improved lighting are needed. Similarly, in areas where the aging process has not taken as great a toll, street improvements and beautification are needed.

Providing actual rehabilitation assistance to homes is much costlier program. This includes counseling, inspection and a method of financing. The degree of comprehensiveness needed will vary with the conditions and interest of the people in the neighborhood, as well as the monies that can be found.

The moderate income housing developments built recently within the City must also be supported by recreation facilities presently lacking. Unless these facilities are provided adjacent or close to the housing, new slums and increased vandalism will occur.

The Community Development Block Grant monies available for programs, i.e. "software" projects, is dwindling. Every effort should be made to finance such programs from existing or anticipated revenues. There are other programs which need to be tried to respond to some of the unmet needs of Pittsburg's disadvantaged residents, particu-

larly the youth and senior citizens.

E. Potential Projects and Activities

A list of projects is presented here for funding consideration, not only by the CDBG but by all other sources. These projects are not the only projects needed in the City. Those listed are based on observations by Herman D. Ruth + Associates and recommendations made by staff and the CAC.

<u>Projects</u>	<u>Notes</u>
1. Third Street Improvement	If the waterfront is to be easily accessible, the connection between Harbor Street and Black Diamond Street must be completed.
2. Cody Park	This park has become a glass littered barren piece of ground. It needs to be restored in order to serve as a connection with River-view Park, the Marina and Lakeshore Village.
3. Playground for Lido Square	The vacant lot across from the housing should be developed to serve the young children close to home.
4. Replacement of water lines	Harbor Blvd. and East Third St. between Santa Fe and Cumberland St. In the Stoneman area, abandon existing lines in Bliss, Leland and Harbor St.
5. Replacement of sewer lines	See Harbor Blvd. above. In the Stoneman area, reline and relocate existing lines.
6. Abutment removal	Remove all concrete abutments and foundations.
7. Off-street parking lot	This facility on Black Diamond between East Third and East Fourth would serve the CBD, the Community Service Center and the neighborhood.
8. Sidewalk ramps for handicapped	Accessibility required for wheel chairs.
9. Street reconstruction and/or resurfacing	Needed to encourage rehabilitation or improved circulation in Beverly Addition (West Blvd. Alleys), Montezuma St., Cody St. (Cutter to Montezuma), Bliss St., streets in redevelopment areas.
10. Replacement of curbs, gutters and sidewalks	Needed primarily in neighborhoods targeted for conservation and rehabilitation. Also needed in redevelopment areas.
11. Grade separations	First priority should be Railroad Ave., followed by Harbor Blvd. (14th St. Grade Separation), and the Harbor St. bridge widening over the Freeway.
12. Completion of bike trail system	The bike trails have been inaugurated as part of the Bicentennial projects. Plan should be completed to connect throughout the City.

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| 13. Police building improvements | Building needs to be expanded to accommodate more offices and facilities for staff. Security improvement also needed in building. |
| 14. Police building site improvements | Needs improvement and provision of additional parking facilities, especially for visitors. |
| 15. Beautification of Entrance Points to City | Beautify and distinguish the points of entry into the City to enhance the visitor's impression. |

Activities

Notes

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|---|---|
| 1. City-wide information and referral service | Health and welfare information and referral should be a service available to the entire community. |
| 2. Housing Center | This service may provide information for rehabilitation, financial assistance, tenants rights, etc. |
| 3. Housing Resource Directory | Document listing all housing resources and requirements. |
| 4. Expanded transit system | Expand the transportation system now provided through the Hospital District to become "Dial-A-Ride" system for the entire City. |
| 5. Ombudsman | An individual to receive and provide some satisfaction on citizen inquiries, recommendations and complaints. |
| 6. Rehabilitation Fund | Establishment of such a revolving fund to assist the low income property owners. |
| 7. Improved street cleaning service | CAC and Mayor's Task Force felt this is a needed service. |
| 8. Expanded programs for youth job training and job opportunities | Employment is the key to reducing delinquency and low expectation. |
| 9. Water craft safety training | The improvement of the Marina offers opportunity for new types of employment and recreation. |

VIII. MANAGEMENT SYSTEM

A. Introduction

In the conduct of the CD Program, there are a wide range of activities and projects, with a wide variety of funding sources, and a variety of groups to which progress must be reported. For proper management of the CD Program, including the means for obtaining information about the Program, a Management System has been established.

The function of monitoring the progress of activities and projects supported by CD funds has been located in the Community Development Department. The monitoring function is not characterized as that of a policeman, but rather that of a coordinator. The information will be made available to HUD, the City Council, City Manager and citizens. HUD wants to be sure the intent of Congress is being carried out. The City Council, City Manager and citizens need to know progress and problems that arise, to better plan for the future and to stretch the grant dollar. These reports become "case histories", to provide data for the required federal reports and to keep City staff informed.

A basic requirement for a superior level of service is good management. Management techniques used in public administration will not guarantee perfect delivery of services of a program. Use of these techniques will assist materially in delineating work to be done, and personnel, time and materials required, but these factors must also be related to monies available as well as to legislative constraints for a program or a project.

The mature administrator welcomes the convenience of a good fiscal reporting system that shows budget, encumbrances, expenditures and balances on hand. When complicated programs are undertaken and when several sources of funds are employed, it is essential that the estimates and financial reports be accurate. The limited City revenues cannot cover costly over-runs.

A frequent administrative practice allows staff to work under constant pressure, moving from crisis to crisis. Productivity cannot be sustained at a high level for prolonged periods of time. Workers see only a series of emergencies confronting them, rather than experiencing the satisfaction of seeing a job properly executed. Furthermore, such haphazard methods result in increased costs for program execution. Delays, overtime, change orders, hasty procurement of goods and services cause cost over-runs. Scheduling problems may arise where the same personnel are needed to carry out simultaneously scheduled projects. Such conflicts may necessitate hiring of additional personnel, contracting out the job, additional costs, and missed deadlines.

A Management System that provides accurate and timely information

allows decision-makers and staff to identify developing problems and to do continuous future planning in response to changing needs. Elements of the Management System include:

- Planning and Programming
- Budgeting
- Implementation
- Reporting
- Monitoring
- Evaluation

Each of these elements is discussed below in general terms. Volume II of this report, Monitoring Community Development Activities and Projects, spells out the details of monitoring required for each CD Project in the current year.

B. Planning and Programming

The initial step of management of CD projects is to define the scope of each program or project. This summary describes the work to be undertaken, its depth, breadth and the objective to be achieved. The focus of the program or project may change from that expressed in the application. Care should be taken to see that 1) the objective has not changed, and 2) that the program or project remains eligible. These changes should be reported and approved, if that is the case.

If more than one source of funding is to be used, amounts and limitations should be noted and included in the programming of the project. Some projects such as those carried on through the Hospital District, have several sources of funding which are subject to different fiscal years and require different applications for renewal of funds to continue services.

Once the scope of the project is defined, the tasks to achieve the project should be defined. The tasks must be grouped according to function and priority. An approximate schedule of dates will reveal potential conflicts in demand for personnel and equipment. The tasks to be undertaken are translated into estimates of manpower, equipment, materials and other items needed to carry out the job.

The programming of an activity or project should not be confused with locked-in rigidity. Rather, programming facilitates flexibility of scheduling and tasks required. It assures the orderly progression of work and expedites the successful completion of a job.

C. Budgeting

The project budget describes the sources and amounts of funds to be used. Many CDBG physical projects are being carried out by City employees. If their labor is not attributed to the CDBG fund, then the General Fund is considered a project funding source, and this share of the project's cost represents the City's contribution. In

attributing labor to either a special or General Fund, the project budget would reflect a source designation and cost estimate for this fundamental item. It is important that such direct special project costs and evidence of the City's contribution, are not absorbed into Departmental operating costs. Keeping track of time spent on a task may appear to be a bothersome chore, but it is important to future cost estimating and improved delivery of service.

For special funds, careful notation is made on any restrictions as to use, eligibility and time constraints. The cost estimates of manpower needs, equipment and materials are itemized for all budget line items and serve as a basis for a decision on doing a job in-house or contracting it out. Modification of the program may be required if estimated cost exceeds the budget.

It should be reiterated that in order for management to know the actual cost of a project, all direct costs must be taken into account. It may be necessary to reprogram a project if costs are too high, or it may be possible to use excess funds from another project when costs are running lower than anticipated. When the project or program budget has been approved by the department head and the City Manager, the Director of Finance will set up the accounts for the project.

D. Implementation

The Personnel Office should be contacted when it is necessary to recruit additional staff. If present staff is sufficient, an orientation program describing the project will improve morale and efficiency through a well-informed staff. This is an excellent time to relate the project activity to the overall Community Development Program.

As a project proceeds, it may be necessary to send out Requests for Proposals, advertise for bids, issue purchase orders and prepare contracts. Much of the material relating to Federal contractual requirements is already on file with the City Clerk. The Manpower Officer will be required to obtain a determination of wage scales from HUD.

The Director of Finance should be alerted when periodic payments are needed. All purchasing should go through the Finance Department. All commitments for goods or services should be reported daily to the Finance Department.

E. Reporting

The reporting forms are designed to summarize progress. These monthly reports alert City staff to any problems being faced and will assist in providing information for federal officials and citizen groups. The reports will also serve to remind project directors that minimal records must be kept in order to respond to the Annual

Grantee Performance Report, and the quarterly monitoring visits to be undertaken by HUD staff. The reporting of progress, problems encountered and program changes will assist executives and decision-makers in future planning, as well as alerting them to face un-anticipated problems. It is important that staff inform the Director of Finance of all expenditures, actual or committed by use of Purchase Requisition and other forms provided by the Department of Finance. The Director of Finance will issue monthly statements showing all checks issued, all encumbrances made and fund balances. These monthly reports should be reviewed by the department director and the project director. Any errors in accounting should be corrected within the week following issue of the financial report. Unless such errors are corrected, it is impossible for the project director to know how close to the budget the program is operating.

F. Monitoring

The federal guidelines require that HUD representatives monitor CDBG programs quarterly. At least two of these reviews are to include on-site inspection. Each trip may also include inspection of records.

The Manpower office monitors all construction jobs for compliance with Affirmative Action and the Davis-Bacon Act. This office is also responsible for compliance monitoring of contracts and City policies dealing with Affirmative Action and the Hatch Act.

The office of the Community Development Coordinator collects monthly progress reports and reports required by HUD, the City Manager or the CAC. These reports will be distributed as required by directive of the Director of Community Development and the City Manager.

G. Evaluation

The federal guidelines for the CDBG require a performance evaluation be submitted by each community participating in the program. The performance evaluation is a means of determining if the intent of Congress has been carried out, how well the community has met its objectives, whether projects were on schedule and the kinds of problems encountered in execution of the program. If the community has failed to meet its objectives, HUD has the right to withhold or reduce appropriations for succeeding years.

APPENDIX A

OTHER AREAS OF EXPLORATION AND ASSISTANCE PROVIDED TO THE CITY OF PITTSBURG

Memorandum:	Aerial Photographs of the City of Pittsburgh	29 Aug 1975
Memorandum:	Federal and State Rehabilitation Funding Programs	24 Sep 1975
Memorandum:	Removal of Abutments from Camp Stoneman Industrial Area	5 Nov 1975
Background:	Narrative and Budget for Historical Preservation Grant Application	5 Nov 1975
Memorandum:	Preparation for HUD Monitoring Visit	14 Nov 1975
Investigate	Transportation Alternatives	Nov 1975
Memorandum:	Legal Requirements on Historical Structures in Redevelopment Areas	Jan 1976
Memorandum:	Theme for Forthcoming Public Forum	12 Feb 1976
Investigate	Home Town Affirmative Action Plan	24 Feb 1976
Investigate	Applicability of Proposed Suisun Marsh Protection Plan to Pittsburgh Area	Feb 1976
Memorandum:	Liability of Firms Dumping Contaminated or Illegal Waste into City Sewers	25 Mar 1976
Explore	Potential Methods of Housing Rehabilitation Finance in Pittsburgh	Mar 1976
Discuss	Alternative Innovative Projects	Apr 1976

APPENDIX B
GLOSSARY

CAC	Citizens Advisory Committee
CBD	Central Business District
CDBG	Community Development Block Grant
CD Year	Community Development Year (From April 1 to March 31)
CETA	Comprehensive Employment Training Act
CHC	Community Health Center
DOT	U.S. Department of Transportation
EDA	Economic Development Association
FACE	Federally Assisted Code Enforcement Program
FHA	Federal Housing Administration
HEW	U.S. Department of Health, Education and Welfare
HUD	U.S. Department of Housing and Urban Development
LEAP	Law Enforcement Assistance Programs
NDP	Neighborhood Development Program
PCRU	Police Community Relations Unit
PEHDC	Pittsburg Economic and Housing Development Corporation
SBA	Small Business Administration
Sec.115	Grants to Very Low-Income Property Owners for the Federally Assisted Code Enforcement Program
Sec.235	Mortgage Interest Subsidy Program for Home Ownership by Moderate Income Families
Sec.236	Mortgage Interest Subsidy Program for Rental Housing for Moderate Income Families
Sec.312	Loan Program for Federally Assisted Code Enforcement
Title I	(FHA) Home Improvement Loans and Mortgage Insurance for Residential Property
701 Proj- ects	Planning Projects Assisted by Federal Funds for Local Governments

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